



# Bellevue Planning Commission

**Wednesday, January 22, 2014**

6:30 to 10:00 p.m. ▪ Council Conference Room 1E-113  
Bellevue City Hall ▪ 450 110<sup>th</sup> Ave. NE ▪ Bellevue, WA 98004

## Agenda

- |            |  |        |
|------------|--|--------|
| 6:30 p.m.  | <ol style="list-style-type: none"><li>1. <b>Call to Order</b><br/><i>Chair Tebelius</i></li><li>2. <b>Roll Call</b></li><li>3. <b>Approval of Agenda</b></li><li>4. <b>Public Comment*</b><br/><i>Limited to 5 minutes per person or 3 minutes if a public hearing has been held on your topic</i></li></ol>   |        |
| 6:45 p.m.  | <ol style="list-style-type: none"><li>5. <b>Study Session – Eastgate Area Plan</b><br/><i>Continue review of the Citizen Advisory Committee’s recommendations for the Eastgate corridor.</i><br/><i>Erika Conkling, Senior Planner, PCD</i></li></ol>  | Pg. 1  |
| 8:15 p.m.  | <ol style="list-style-type: none"><li>6. <b>Study Session – Comprehensive Plan Update – Housing Element</b><br/><i>Continue review of the update to the Comprehensive Plan, with discussion of housing.</i><br/><i>Janet Lewine, PCD</i><br/><i>Camron Parker and Emily Leslie, Parks &amp; Community Services</i><br/><i>Arthur Sullivan, ARCH</i><br/><i>Michael Yantis, Human Services Commission</i><br/><i>Eileen Rasnack, Bellevue Network on Aging</i></li></ol>                                      | Pg. 25 |
| 9:30 p.m.  | <ol style="list-style-type: none"><li>7. <b>Other Business</b></li><li>8. <b>Communications from City Council, Community Council, Boards and Commissions</b></li><li>9. <b>Committee Reports</b></li><li>10. <b>Staff Reports</b><br/><i>Paul Inghram, Comprehensive Planning Manager</i></li><li>11. <b>Draft Minutes Review</b><ul style="list-style-type: none"><li>• November 13, 2013</li><li>• December 11, 2013</li></ul></li><li>12. <b>Next Planning Commission Meeting – February 12</b></li></ol> |        |
| 10:00 p.m. | <ol style="list-style-type: none"><li>13. <b>Adjourn</b></li></ol>   |        |

**Planning Commission members**

Diane Tebelius, Chair  
Aaron Laing, Vice Chair  
Hal Ferris  
John Carlson

Jay Hamlin  
Michelle Hilhorst  
John deVadoss

**Staff contact:**

Paul Inghram 452-4070  
Michelle Luce 452-6931

*\* Unless there is a Public Hearing scheduled, "Public Comment" is the only opportunity for public participation.*

*Wheelchair accessible. American Sign Language (ASL) interpretation available upon request. Please call at least 48 hours in advance. Assistance for the hearing impaired: dial 711 (TR).*



DATE: January 15, 2014

TO: Chair Tebelius and Members of the Planning Commission

FROM: Erika Conkling, AICP, Senior Planner,  
*Planning and Community Development,*  
[econkling@bellevuewa.gov](mailto:econkling@bellevuewa.gov), 452-2898

SUBJECT: Planning Commission Study Session on the Eastgate/I-90 Corridor Land Use Implementation

On January 8, Planning Commission began to explore the nature of policy changes proposed for the Richards Valley and Factoria Subareas by the Eastgate Citizen Advisory Committee in 2012. This study session will continue the review of policy changes for the Eastgate subarea. No formal action is requested at this study session, but Commission concurrence is desired on the basic changes that need to be made to the Eastgate subarea plan based on the Citizens Advisory Committee Report. Further study sessions in February and March will continue the discussion on items identified as requiring additional review from this meeting and the January 8<sup>th</sup> session.

### **BACKGROUND**

In April 2012, council accepted the Eastgate/I-90 land use and transportation vision as put forth by the Citizen Advisory Committee. The vision seeks to capture a portion of the city's projected demand for office growth by rezoning the Eastgate corridor to increase building heights and floor-area-ratios (FAR) and allow additional development potential. Residential development and retail and services could be integrated into developments to increase the mix of uses. Although zoning changes are expected throughout the corridor, the most intensive changes will be focused within a mixed-use transit oriented development center near the Eastgate Park and Ride and Bellevue College.

### **SUBAREA PLANNING**

Within the Eastgate corridor there are three subareas: Richards Valley, Factoria, and Eastgate (Attachment A). Each subarea will have a different set of policy issues for consideration that apply the overall vision and themes of the corridor to the specifics of the subarea (Attachment B). Richards Valley and Factoria subareas were covered in the January 2, 2013, memorandum prepared for the January 8<sup>th</sup> Planning Commission meeting, so review at this study session will focus on the Eastgate subarea plan (Attachment C).

### **Richards Valley**

The Richards Valley subarea was discussed during the January 8<sup>th</sup> Planning Commission meeting. Within the Richards Valley subarea two topics were important to the Commission for further discussion: a review of the light industrial zoning in Richards Valley and potential uses and standards for the King County site and vicinity. Staff plans to engage the Commission in a

discussion on February 26th about the provision of light industrial property citywide, which will include considerations related to the Eastgate corridor plan. The King County site will also come back to the Commission for further review. While the site is currently vacant and presents an interesting redevelopment opportunity, it also may be constrained by topography, environment, and location. Potential uses for this site should be carefully considered to achieve the objectives of the Eastgate plan such as market flexibility, compatibility with surrounding uses (including the adjacent Humane Society), and enhancement of the natural environment.

### **Factoria**

The Factoria subarea plan was also discussed at the last Planning Commission meeting. Changes to the Factoria subarea will all be relatively minor, considering that the subarea was updated in 2005. Recommendations from the Eastgate Citizen Advisory Committee are compatible with the existing subarea policies, and only minor policy changes are suggested. However, during Planning Commission discussion, an interesting issue was raised for further review that has implications for the Factoria subarea and the rest of the corridor. Citizen Advisory Committee recommendations included suggested increases in height and FAR (floor area ratio) as a redevelopment incentive. These ranges will be tested for economic viability and for character and design, with alternatives brought back to the Planning Commission for further review in March.

### **Eastgate**

The Eastgate subarea is the primary focus of this meeting. Within the Eastgate subarea there are five corridor sub-districts for further study, the Transit Oriented Development (TOD) area, Bellevue College, Sunset Village, I-90 Office Park, and Eastgate Plaza. Unlike the Factoria subarea, which only really requires a few refinements, and the Richards Valley subarea which requires a few strategic changes, the Eastgate subarea will require substantial amendment. For one thing, the majority of the corridor study area is within the Eastgate subarea, including the proposed Transit Oriented Development (TOD) area which is a completely new concept for the area. Second, in terms of commercial, office, and retail development, the current subarea plan emphasizes limiting development in order to protect the surrounding residential neighborhoods. While protecting those neighborhoods is still a key feature of the city's vision and the subarea plan, the emphasis on how to preserve single-family areas and accommodate growth has changed.

The Eastgate corridor vision helps preserve single-family residential neighborhoods as part of a city-wide strategy of focusing growth in mixed use centers (including Downtown, BelRed, and Factoria/Eastgate), as well as helping to ensure the retention of neighborhood retail and services. Intensification of commercial and office development provides employment, goods, and services that are convenient and accessible to nearby neighborhoods. Coordinated land use and transportation planning, which defines the Eastgate vision, also helps to reduce the impacts of growth on surrounding residential areas. This type of vibrant, multi-purpose environment is a shift from the current focus on insulating uses from each other, and will require more substantial amendments to the Eastgate subarea plan.

Just as a significant portion of the city's light industrial land is within the Richards Valley subarea, a significant portion of the city's office limited business (OLB) land is located within

the Eastgate subarea. Unlike light industrial lands, there is no concurrent citywide review of OLB land happening now, but as the Eastgate Report shows, the OLB designation may be outdated and not meeting current needs. Initiating a citywide review of OLB land is beyond the scope of this particular project. However, it would be prudent to consider structuring a new land use designation that could be applied elsewhere in the city at a later date to replace the OLB designation. (See Attachment D to view the existing Comprehensive Plan Land Use designations in the Eastgate corridor).

	Existing Conditions	CAC Policy Recommendations
<p>Transit Oriented Development</p> <p><i>(shown as a multi-colored kidney bean shape in Attachment B)</i></p>	<p>This area includes all the properties in the vicinity of the Eastgate Park and Ride/Transit Center and Bellevue College, including the Lincoln Executive Center. Currently the area is dominated by 2-5 story office buildings and surface parking. A new car dealership is planned for the very eastern portion of this area.</p>	<ul style="list-style-type: none"> <li>• This area should serve as the corridor’s focal point with the most intense and greatest diversity of uses, best multi-modal transportation, and highest visibility</li> <li>• Truly integrate transit with strong physical connections to the park and ride</li> <li>• Allow mixed use development that allows residential, commercial, and office development with ground floor retail</li> <li>• Consider reduced parking requirements if project demand can be demonstrated and accommodated on-site, and encourage development to charge for parking</li> <li>• Allow a FAR of 1.5 -2.0 with an incentive system to allow development over a 0.5</li> <li>• Allow building heights of 10-12 stories in the center of the TOD and 4-6 stories north and west of the Eastgate Park and Ride/ Transit Center</li> <li>• Include a multi-modal main street that ties Bellevue College, the park and ride/transit center and other uses into an activity hub</li> <li>• Create a strong pedestrian connection to Bellevue College that includes landscaping, open space, and other amenity features</li> <li>• TOD main street should be urban in scale and character with pedestrian oriented facades</li> <li>• Establish guidelines to promote: pedestrian access, enhanced landscaping, streetscape improvements, use compatibility, and publicly accessible open space</li> <li>• 142<sup>nd</sup> Ave SE Bridge should be improved with sculptural and architectural features that mark it as a gateway</li> </ul>

<p>Bellevue College</p> <p><i>(shown as light blue in Attachment B)</i></p>	<p>59 acres of the 99 acre Bellevue College campus is located within the study area. Steeply graded, forested slopes separate it from surrounding commercial and industrial areas. Bellevue College is currently undergoing a strategic planning process to examine how to accommodate future growth. The College is exempt from local land use requirements.</p>	<ul style="list-style-type: none"> <li>• Support the evolution of Bellevue College by promoting strong connections with the Eastgate Transit Oriented Development area, working with King County Metro, and workforce development partnerships with businesses in the Eastgate corridor</li> <li>• Encourage Bellevue College to have a more externally-oriented presence by anchoring its main entrance with institutional and retail uses and increasing visibility from I-90</li> <li>• Work with Bellevue College in developing a campus master plan to take advantage of transit and surrounding uses, such as the potential for student housing and local services</li> </ul>
<p>Sunset Village</p> <p><i>(shown as pink in Attachment B)</i></p>	<p>This area is directly north of the Eastgate interchange and east of 148<sup>th</sup> Ave SE. It is currently occupied primarily by successful Toyota and Subaru dealerships with a few restaurants and small shops.</p>	<ul style="list-style-type: none"> <li>• Support the existing auto dealers and retail</li> <li>• Allow a greater mix of office and retail uses to be in place for future redevelopment</li> <li>• Allow a more intense mix of office and commercial uses with ground floor commercial allowed but not required</li> <li>• Allow a FAR of 0.75 to 1.0 with an incentive system to go above 0.5</li> <li>• Allow building heights of 4-6 stories</li> <li>• Redevelopment should incorporate an internal street system to improve vehicle circulation and create a pedestrian environment</li> <li>• New development should maximize opportunity to upgrade Eastgate’s identity and connections to surrounding neighborhoods</li> <li>• Improve safety and access for bicycles and pedestrians along Eastgate Way and 148<sup>th</sup> Ave SE</li> <li>• Highlight the green character of the corridor by encouraging a “city in the park” ambience and by integrating design and sustainability themes from the Mountains to Sound greenway</li> </ul>

<p>I-90 Office Park</p> <p><i>(shown as orange in the east end of the study area in Attachment B)</i></p>	<p>This cluster of office uses is in the easternmost portion of the study area. It is characterized by 2-7 story buildings set within large parking lots and includes companies such as Boeing, Advanta, Verizon and a number of smaller firms in the adjacent Eastgate Office Park. Most properties are developed to their maximum potential under the current regulations and are unlikely to redevelop in the near future.</p>	<ul style="list-style-type: none"> <li>• Focus on office as a primary use, but encourage ancillary retail uses</li> <li>• Allow a FAR of 0.75 to 1.0 with an incentive system to go above 0.5</li> <li>• Allow building heights of 4-6 stories</li> <li>• Allow street level retail with upper floor office or residential along 156<sup>th</sup> Ave SE</li> <li>• Ensure that provisions for stormwater have been made to prevent impacts to Phantom Lake</li> <li>• Improve safety and access for bicycles and pedestrians along Eastgate Way and 156<sup>th</sup> Ave SE</li> <li>• Provide opportunities for open space and to connect parks and open spaces together</li> </ul>
<p>Eastgate Plaza</p> <p><i>(shown in light blue-green south of the interchange in Attachment B)</i></p>	<p>This area is located south of I-90 and east of the Eastgate interchange. It is dominated by an eight-acre shopping center that provides a grocery store and neighborhood retail to serve the surrounding neighborhood. In addition the area includes an RV park, a church, a motel and other businesses and is auto-oriented in character.</p>	<ul style="list-style-type: none"> <li>• Support existing neighborhood retail and services</li> <li>• Allow for new uses: residential, office, retail, eating and drinking establishments, general commercial, and lodging.</li> <li>• Allow a FAR of 0.75 to 1.0 with an incentive system to go above 0.5</li> <li>• Allow building heights of 4-6 stories</li> <li>• Plan for new development as highly visible, multi-story, mixed-use development with structured or inconspicuous parking</li> <li>• Integrate Mountains to Sound greenway improvements and landscaping, reinforce the “city in a park” ambience</li> <li>• East of the Eastgate Plaza, prioritize hotel and office uses but allow existing religious uses</li> <li>• Design and development in the Eastgate Plaza area should address type, scale, and design of development to protect adjacent single-family neighborhoods</li> <li>• Redevelopment should incorporate an internal street system to improve vehicle circulation and create a pedestrian environment</li> <li>• Improve underpass to support pedestrian and bicycle traffic</li> </ul>

**PROPOSED SUBAREA PLAN AMENDMENTS**

<b>Basic Changes</b>	<ul style="list-style-type: none"> <li>• Update the overview to include the vision for the Eastgate corridor and to correct outdated facts and figures.</li> <li>• Rewrite S-EG-1 to emphasize increasing office intensity while improving the compatibility with neighborhoods and connecting to multi-modal transportation.</li> <li>• Update S-EG-2 to add the vision for mixed use development.</li> <li>• Rewrite S-EG-5 and S-EG-6 to emphasize preserving neighborhood commercial districts and expanding retail and services within mixed use areas.</li> <li>• Add a new policy to the Commercial section on preserving auto sales uses and banking land for future redevelopment.</li> <li>• Modify policy S-EG-8 to encourage multifamily housing as part of the Transit Oriented Development (TOD) area and in mixed use areas where appropriate.</li> <li>• Eliminate policy S-EG-10 which limits multifamily housing to areas directly accessed by arterials.</li> <li>• Update the Circulation section to reference multi-modal options and opportunities, creating safer pedestrian and vehicular environments between and within development sites and to I-90, creating a transit emphasis corridor on 142nd Pl SE, and to add a policy on the Mountains to Sound Greenway trail.</li> <li>• Eliminate policies S-EG-29 through S-EG-36 and S-EG-39 which enumerate specific land use designations for particular properties that will be inapplicable (Attachment D).</li> <li>• Move policy S-EG-40 regarding restrictions on auto related uses into the Land Use section, potentially combined with other land use policies.</li> <li>• Add a new section of policies that specifically address partnering with Bellevue College and supporting their institutional mission.</li> <li>• Add a new section of policies that include Parks and Open Space policies consistent with the Parks Plan and CAC recommendations.</li> </ul>
<b>Additional Review</b>	<ul style="list-style-type: none"> <li>• Add new policies in the Land Use section to address the development of the Transit Oriented Development (TOD) area, to identify Eastgate as a component of the city’s overall growth strategy, and to support an incentive system for new development.</li> <li>• Consider multifamily housing as potential affordable housing in policy S-EG-11, especially if affordable housing becomes part of the incentive system.</li> <li>• Update several of the policies in the Community Design section (S-EG-18 and S-EG-25 through S-EG-27) and add new policies to specifically incorporate design elements such as the City in a Park theme, creating “green” character, the Mountains to Sound greenway theme, and urban design guidelines for buildings, landscaping, pedestrian streetscapes, and Transit Oriented Development (TOD).</li> <li>• Move the design and buffering policies in S-EG-29 through S-EG-31 and S-EG-37 and S-EG-38 into the Community Design section and integrate with other policies on urban design.</li> <li>• Consider eliminating the planning districts section and on the map, or splitting the districts between the residential area (district 1) and the corridor study area (district 2) which would involve moving Bellevue College from district 1 to district 2. Use the planning districts to characterize the land use policies for the specific geographies in the corridor.</li> </ul>



**NEXT STEPS**

This study session is part of a series that will explore policy issues within the Eastgate corridor. Commission direction will in part determine the subjects that will be included in future study sessions. Study sessions will also include review of Comprehensive Plan map designations and amendments to the Comprehensive Plan.

**ATTACHMENTS**

- A. Eastgate Subarea Map
- B. Eastgate Preferred Alternative
- C. Eastgate Subarea Plan
- D. Land Use Designations Map



SOUTHEAST  
BELLEVUE


RICHARDS  
VALLEY

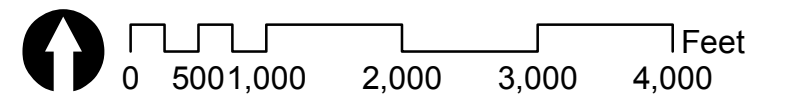
EASTGATE

FACTORIA

NEWCASTLE

NEWPORT  
HILLS

 Subareas



# Subareas



- Residential commercial 1
- Residential commercial 2
- Office mixed use
- Office
- Commercial residential
- Commercial
- Light industrial
- Institutional
- Park
- Retail frontage
- Mountains to Sound Greenway Trail
- Non-motorized improvement
- Multi-modal improvement
- Intersection improvement
- Potential future High Capacity Transit hub
- Transit hub
- Gateway
- Transit-oriented development



**Increase office presence in corridor**

- Change from light industrial to office
- Allow offices with ground floor service uses
- Provide visibility from I-90
- Enhance stream corridors and vegetated areas

**Maintain light industrial area**

- Mix flex-tech uses with existing light industrial uses
- Enhance stream corridors and vegetated areas

**Seek open space opportunities**

- Drainage pond presents opportunity for parklike setting

**Add park/viewpoint**

- Make use of views
- Aid hill climb
- Provide central meeting point

**Increase Bellevue College presence and connections with surrounding community**

- Allow institutional, retail, and residential
- 148th entrance could be anchored by institutional mixed use

**Protect existing retail and make use of freeway exposure**

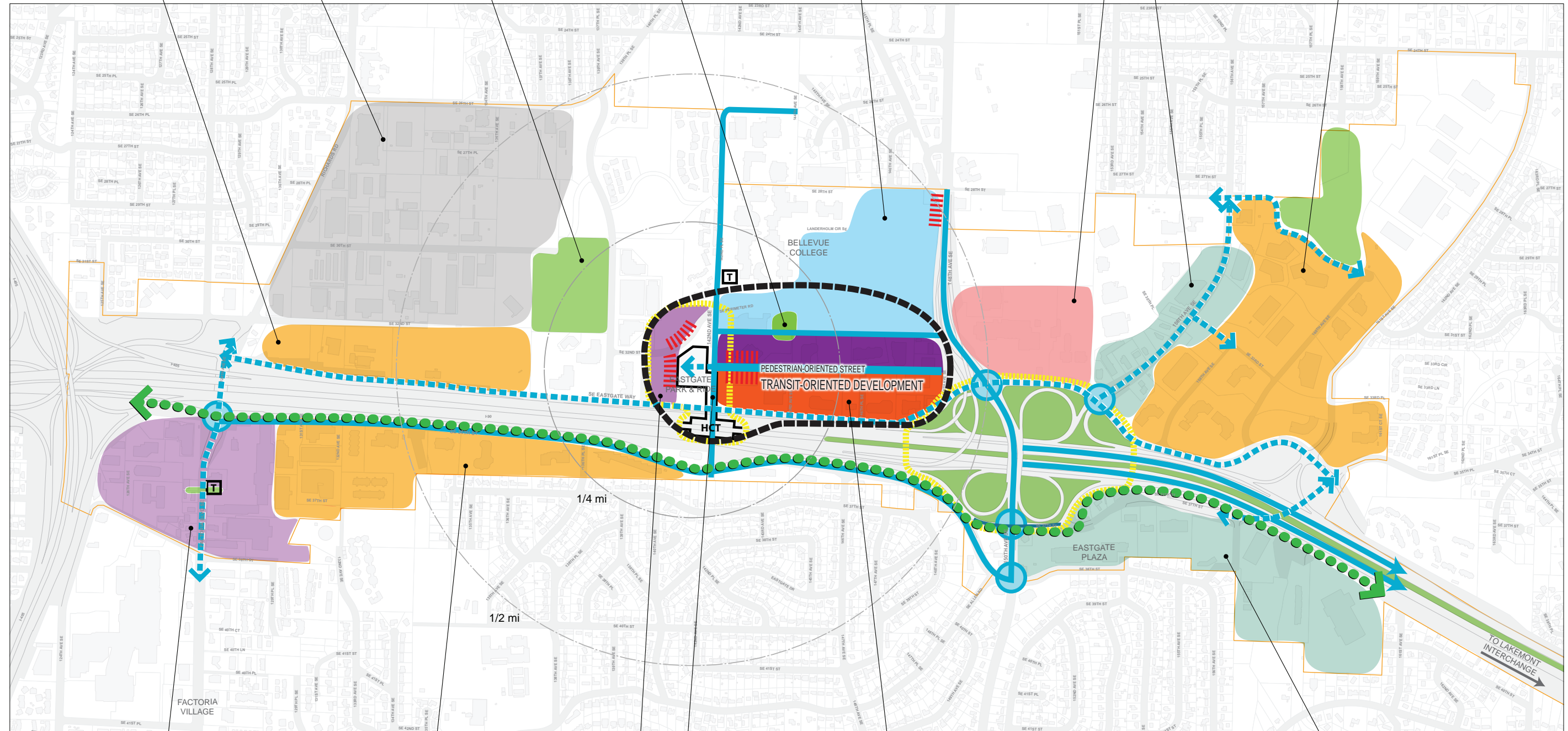
- Allow office, retail, and service uses
- Protect existing retail
- Allow auto sales
- Office uses should include ground-floor retail, especially restaurants

**Provide retail services for nearby offices and neighborhoods**

- Allow retail with upper floor residential or office
- Improve pedestrian connections to nearby office uses

**Attachment B Provide higher quality office environment**

- Allow additional office development
- Allow retail and service uses on ground floor
- Ensure new development addresses Phantom Lake water quality/quantity concerns and other concerns of nearby neighborhoods



**Build on "Factoria Urban Village Concept"; utilize existing retail and transit**

- Allow retail, hotel, office, residential
- Emphasize transit focus with enhanced pedestrian environment along Factoria Blvd
- Include amenities with new development

**Support business and increase office presence**

- Allow increased office development
- Continue to allow auto sales
- Allow retail and service uses on ground floor
- Allow residential away from highway, in western portion
- Maintain office emphasis in eastern portion

**Activate and make use of transit center**

- Encourage multiple uses (office, retail, and residential)
- Emphasize transit focus with ground floor retail fronting Park & Ride

**Improve 142nd bridge**

- Improve bridge for pedestrians and current transit operations to/through Bellevue College
- Serve as gateway element

**Transit-oriented core of Eastgate; high-activity hub with connections to Bellevue College**

- Allow higher density to form Eastgate's central focal point
- Incorporate mixed uses (retail, residential, office, institutional) to create high activity hub
- Emphasize transit focus with enhanced pedestrian connectivity
- Provide terraced hill-side park for public gathering space
- Connect Bellevue College to southerly properties across steep slope
- Orient buildings to street grid
- Provide vertical access between 142nd bridge and ground level
- Encourage residential with ground floor retail on northern portion

**Serve surrounding neighborhoods**

- Emphasize neighborhood services (e.g., library, clinic, grocery)
- Allow retail, residential uses
- Allow office, hotel in east portion
- Limit building heights to be sensitive to single family neighborhood



# Eastgate Subarea Plan

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## GOAL:

**To preserve and promote the accessibility and appearance of residential neighborhoods, local amenities, and business establishments within the Subarea.**

*Discussion: The Subarea is mostly developed. It is important that subsequent development and redevelopment improves the function and appearance of the various land uses and that they are compatible with each other.*

## OVERVIEW

The Eastgate Subarea provides a gateway for south Bellevue and an axis for travel between the Eastside and metropolitan Seattle. Rolling tree- and house-covered hills on either side of the I-90 corridor surround a major commercial interchange located at the center of the Subarea.

Convenient access makes the Eastgate Subarea a desirable place to live and work. Jobs, stores, schools, churches, parks, and trails all are within easy walking distance of each other. As one of Bellevue's older areas, the Subarea contains established residential neighborhoods, many with attractive views. Combined, these amenities have greatly enhanced the quality of life for the Subarea's residents and business owners alike.

The Eastgate Subarea encompasses approximately 1,500 acres. Its boundaries are 137th Avenue S.E. to the west, S.E. 23rd Street to the north, 168th Avenue S.E. to the east, and S.E. 41st Street to the south. The southern third and portions of the eastern edge of the Subarea lie outside the City of Bellevue's boundaries. In the future, the Subarea's boundaries may expand southward, to include areas that fall currently within the Newcastle Subarea and eastward up to Lake Sammamish.

The I-90 business corridor covers 10 percent of the Subarea, and is home to major corporations, hightechnology industries, and community shopping areas. The corridor, which has developed within the last ten years, owes its success to the area's accessibility to I-90 and its proximity to major urban centers. Sunset Village and the Eastgate Shopping Center, which serve the large residential neighborhoods in the Subarea, also are located in this corridor.

The area north of the I-90 corridor features large and small parks; a deep, wooded ravine; about 160 acres of publicly-owned land; and numerous public facilities such as churches, government agencies, and a community college. The area south of I-90 is largely within unincorporated King County, with the exception of the commercial

areas that front the freeway. Parks, schools, and churches also are found within the Subarea on both sides of I-90.

As of November, 1989, 95 acres of incorporated land remain vacant in the Subarea. Of those, about 22 acres are designated for commercial uses and about 73 acres are designated for residential uses. Eighty-two acres of the Subarea's vacant land is known as the Sunset Property, which will be developed with 750,000 square feet of office space and 312 multifamily homes. These multifamily homes will augment the Subarea's current supply of 522 multifamily and 725 single-family homes that lie within the incorporated portions of the Subarea. The potential residential population of the Subarea is approximately 3,250 people. This potential is not expected to increase or decrease dramatically. Employment growth, however, is projected to reach 9,000 workers by 2020, up from 7,270 workers in 1988.

Protecting residential neighborhoods from increased development and its resultant increased traffic, redeveloping existing retail properties, and creating a comprehensive trail system are expected to be the Subarea's major issues in the near future.

## Land Use

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### POLICIES

**POLICY S-EG-1.** Encourage office and retail land uses that take advantage of the freeway access without impacting adversely the residential neighborhoods.

*Discussion: Intense office development can generate adverse traffic impacts and block residential views. Site design also can impact residential quality. To support this policy, office and retail development should be limited so that it is compatible with surrounding neighborhoods.*

**POLICY S-EG-2.** Encourage restaurants and other commercial uses that serve local workers to be compatible in design with surrounding office development and accessible to pedestrians.

*Discussion: The reason for encouraging restaurants and other commercial services within office developments is to reduce vehicular traffic between the office parks and retail areas. Retail areas are intended to serve primarily local needs*



## Natural Determinants

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### POLICIES

**POLICY S-EG-3.** Protect the Vasa Creek riparian corridor from development to improve water quality, fisheries, and provide open space.

*Discussion: The Vasa Creek riparian corridor has major segments that remain in a natural state. This creek is one of the few natural areas left in the Subarea and should be protected. A trail along the creek may be possible if environmental impacts can be avoided.*

**POLICY S-EG-4.** Protect and improve the stormwater quality entering public drainage systems, streams, and Phantom Lake.

*Discussion: Construction activities should control erosion and sedimentation. This could include seasonal limitation on grading activities, natural vegetative filtration, and use of the best available technology. Storm water quality from developments should be improved prior to discharge into the public drainage system.*

## Commercial

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### POLICIES

**POLICY S-EG-5.** Consolidate retail/commercial development within existing Community Business and General Commercial boundaries.

**POLICY S-EG-6.** Limit retail expansion to serve primarily neighborhood and community retail needs.

*Discussion: Retail services should serve area residents but not become regional shopping centers.*

## Residential Development

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### POLICIES

**POLICY S-EG-7.** Maintain single-family housing as the predominant residential land use in the Subarea in land area and appearance.

**POLICY S-EG-8.** Limit multifamily housing to locations accessible directly from arterials, as depicted on the Land Use Plan (*Figure S-EG.1*).

**POLICY S-EG-9.** Discourage multifamily and commercial traffic from passing through single-family neighborhoods.

**POLICY S-EG-10.** Multifamily housing may be appropriate to separate office and retail land uses from single-family neighborhoods.

**POLICY S-EG-11.** Encourage more opportunities for affordable housing in the Subarea by maintaining and rehabilitating existing housing stock.

## Circulation

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### POLICIES

**POLICY S-EG-12.** Evaluate the impacts on parking, nonmotorized circulation, and site access when uses that have high trip generation or unusual traffic patterns are proposed.

*Discussion: Certain land uses, such as health clubs and movie theaters, have high trip generation, unusual traffic patterns, and high parking demands. Appropriate considerations should be given to these land uses to determine their traffic impacts and suitable mitigating measures. Mitigating existing traffic problems also should be considered.*

**POLICY S-EG-13.** Reduce parking spillover from commercial uses to maintain safety standards.

**POLICY S-EG-14.** Improve safety for pedestrians and other nonmotorized users by providing and maintaining an integrated on-street and off-street system.

*Discussion: The City should create a nonmotorized action list that proposes projects to eliminate missing links in the nonmotorized transportation system. It is important to use this list when reviewing tasks such as capital projects, the Street Overlay Program, and maintenance projects. The list could identify both interim and long-term capital improvements.*

**POLICY S-EG-15.** Consider interim solution for nonmotorized improvements until major improvements can be made.

*Discussion: Use the City of Bellevue's Overlay Program, Minor Capital Project Fund, Neighborhood Enhancement Program fund, or other sources to provide interim solutions when practical. These interim projects should not preclude major improvements.*

**POLICY S-EG-16.** Encourage improvement of Metro facilities and service to and from key points in the Eastgate Subarea.

*Discussion: Eastgate needs Metro service during off-peak hours from shopping areas and along arterials.*

**POLICY S-EG-17.** Plan for the long-range, traffic-related needs in the Eastgate Subarea, including designated arterials, feeder (collector) streets, and residential streets.

*Discussion: Such planning should include an evaluation of Eastgate's arterial facility needs for improvements to Eastgate Way and access to I-90.*

## Community Design

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### **POLICIES**

**POLICY S-EG-18.** Encourage a gateway within the I-90 interchange to accentuate Eastgate as an entry into Bellevue.

*Discussion: The I-90 interchange at Eastgate is a major link between the northern and southern halves of the Subarea and is an access point for the freeway. A gateway should link both halves and include improved landscaping with seasonal color, pedestrian connections, lighting, district identification signs, and public artwork.*

**POLICY S-EG-19.** Maximize the use of existing vegetation and topography to separate and buffer different land uses.

*Discussion: The Subarea has natural, vegetated topographic breaks between the commercial/office developments and the residential neighborhoods. These natural buffers should be retained to keep these uses separate but compatible.*

**POLICY S-EG-20.** Preserve the view amenities of adjacent single-family neighborhoods as development and redevelopment occurs.

**POLICY S-EG-21.** Discourage new development from blocking existing views.

**POLICY S-EG-22.** Encourage the preservation of sufficient natural vegetation to assure amenable views.

**POLICY S-EG-23.** Diminish the affect of rooftop equipment on views from residential areas.

**POLICY S-EG-24.** Design rooftop equipment to be low-profiled and screened to match the building's exterior color, building materials, and styles.

**POLICY S-EG-25.** Use landscaping to complement building and site design.

*Discussion: Eastgate has a variety of land uses with large areas of office development. Site design should use street lighting and landscaping to accentuate walks and roads, soften paved areas, and screen development from adjacent residential uses. Large color spots of flowers should be used to accentuate areas visible from streets. When possible, plantings of trees and shrubs should be large enough to complement the scale of the building.*

**POLICY S-EG-26.** Maintain the Subarea's predominantly treed skyline.

*Discussion: Eastgate has a low-profile skyline with many trees. Buildings, especially in the I-90 corridor, should respect and complement this skyline.*

**POLICY S-EG-27.** Encourage the State Department of Transportation to provide landscaping that clarifies access patterns and improves the appearance of their properties.

**POLICY S-EG-28.** Encourage cohesive site and building design in the redevelopment of the Eastgate retail, office, and service property.

*Discussion: Some of the Subarea's retail, office, and service uses have immediate redevelopment potential. Therefore, redevelopment should enhance the surrounding arterials with pedestrian amenities such as well-defined pedestrian walkways that connect surrounding properties with street and building entrances. In addition, coordinate on-site auto circulation to reduce curb cuts and improve pedestrian safety. Landscaping should be in scale with the development. u*

## **Planning District Guidelines**

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### **POLICIES**

#### **Planning District 1**

**POLICY S-EG-29.** Retain significant vegetation and supplement vegetation on the steep slope along the southeast edge of Kamber Road between 137th Avenue S.E. and S.E. 24th Street.

**POLICY S-EG-30.** Retain sufficient vegetation on the eastern side of the Sunset property to visually buffer Bellevue Community College.

**POLICY S-EG-31.** Encourage residential Planned Unit Developments (PUD) to protect steep slopes and preserve open space in the northern half of the Sunset property.

*Discussion: Steep slope protection and open space preservation at the north end of the Sunset property should buffer views of the development from the single-family residences across Kamber Road.*

**POLICY S-EG-32.** Develop multifamily housing in the northern and central portion of the Sunset property to take advantage of the site's view potential.

**POLICY S-EG-33.** Encourage office uses in the southern half of the Sunset property to gain visibility and accessibility from I-90 and the frontage road.

*Discussion: Policies S-EG-29 through S-EG-33 should guide the conditions of development as stated in these policies.*

**POLICY S-EG-34.** Designate the 10.5 acre site northwest of the I-90 Business Park, known as the Old School District property, Single-family Urban Residential.

*Discussion: At the reclassification stage particular attention should be given to the mitigation of traffic impacts to the adjacent residential neighborhoods that could result from the site's development. Multiple access points should be considered in order to disperse traffic. Alternatives to access from S.E. 26th Street/158th Avenue S.E. should be pursued.*

**POLICY S-EG-35.** Designate the 4-acre Saint Andrews Church property and the northern 9.5 acres of the Latter Day Saints Temple property as Single-family High-density (SF-H).

*Discussion: The development of congregate care senior housing, nursing home, or affordable housing may be appropriate for the site. A conditional use permit should be required to insure compatibility with adjacent development and insure that it is in keeping with the character of the Subarea. Multifamily Low-density may be appropriate for a rezone only to accommodate congregate care senior housing, nursing homes, or affordable housing.*

**POLICY S-EG-36.** Designate the 1.25 acre triangular parcel directly opposite the eastern entrance to Bellevue Community College (B.C.C.) at the south end of 145th Place S.E. Professional Office.

*Discussion: In no case should there be access to both 145th Place S.E. and the B.C.C. access road. The site may be appropriate for a Multifamily Low-density.*

**POLICY S-EG-37.** Encourage light industrial development south of Kamber Road to buffer residences to the north.

*Discussion: The buffer should be 30 feet wide along the south side of Kamber Road and include landscaping to accomplish maximum screening. In addition, outdoor lighting shall be shielded and loading docks shall be located away from residential land uses.*

## **Planning District 2**

**POLICY S-EG-38.** Protect the surrounding neighborhoods from future development in the I-90 Business Park by observing transition area requirements from residential uses as well as maintaining landscape buffers.

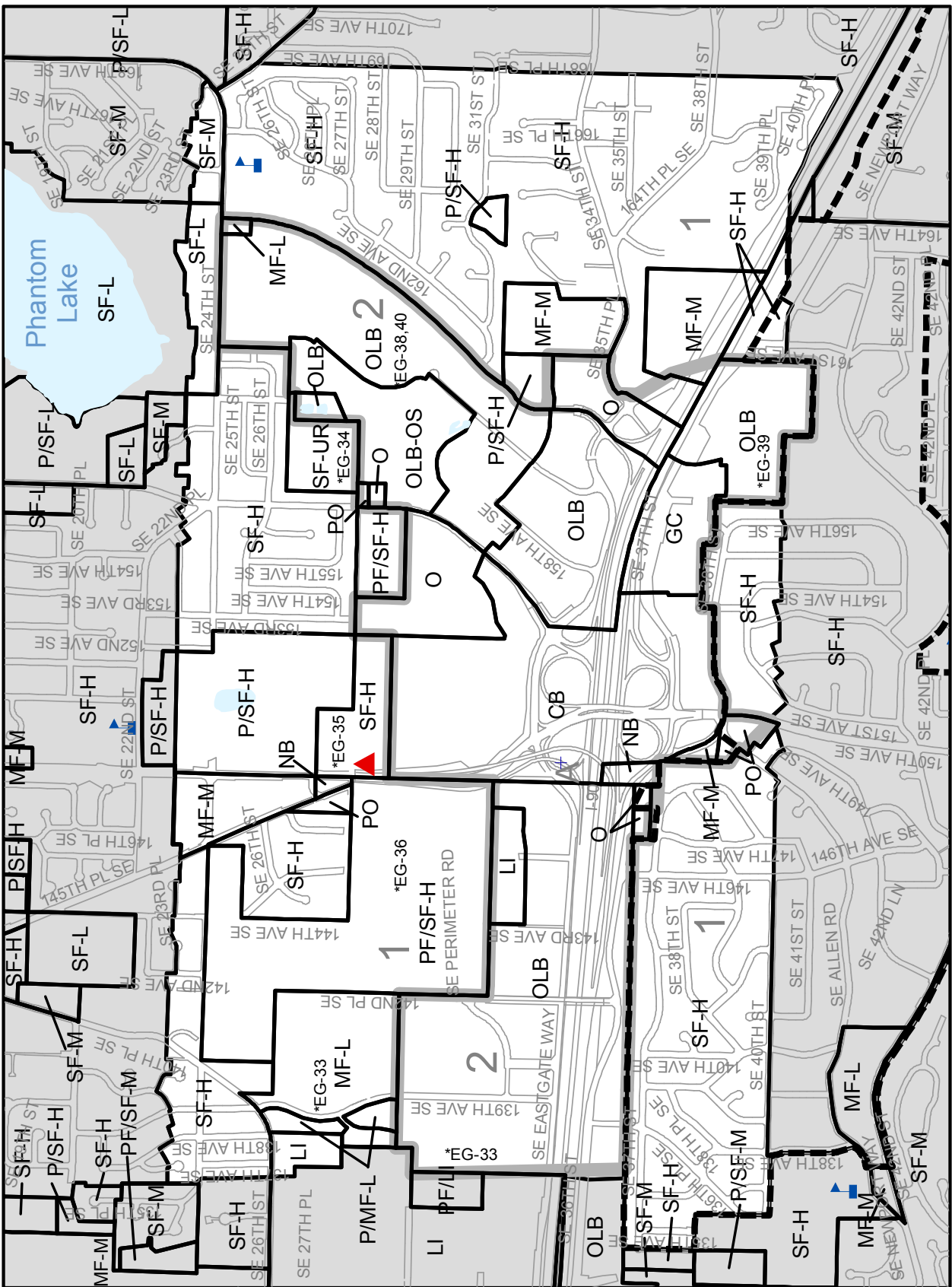
*Discussion: Encourage retention of significant open space in the I-90 Business Park in conjunction with utilization of the remaining Development potential. Apply the OLB-OS designation in support of this policy. [Amended Ord. 5392]*

**POLICY S-EG-39.** Designate the 6-acre parcel south of the Squibb Building west of Vasa Creek as Office, Limited Business.

*Discussion: Any proposed residential development should include a portion of the units as affordable housing. If the site is developed with residential uses, nonmotorized access should be provided to 156th Avenue S.E. Hotel, motel, and retail uses should be prohibited. Before any development occurs at this site, a traffic/circulation study should be required to define a plan of action for dealing with increasing congestion in the area of the tunnel under I-90. Such a study would emphasize the importance of traffic considerations in development of the site to prevent further degradation and increasing safety problems.*

**POLICY S-EG-40.** Auto sales, auto rental, and auto leasing uses are not appropriate in the Light Industrial District located east of 156th and north of I-90 nor along S.E. 24th.

*Discussion: The Light Industrial District located east of 156th is currently known as the I-90 Business Park.*



## Eastgate Land Use Plan



- SF Single Family
- MF Multi Family
- L Low Density
- M Medium Density
- H High Density
- UR Urban Residential

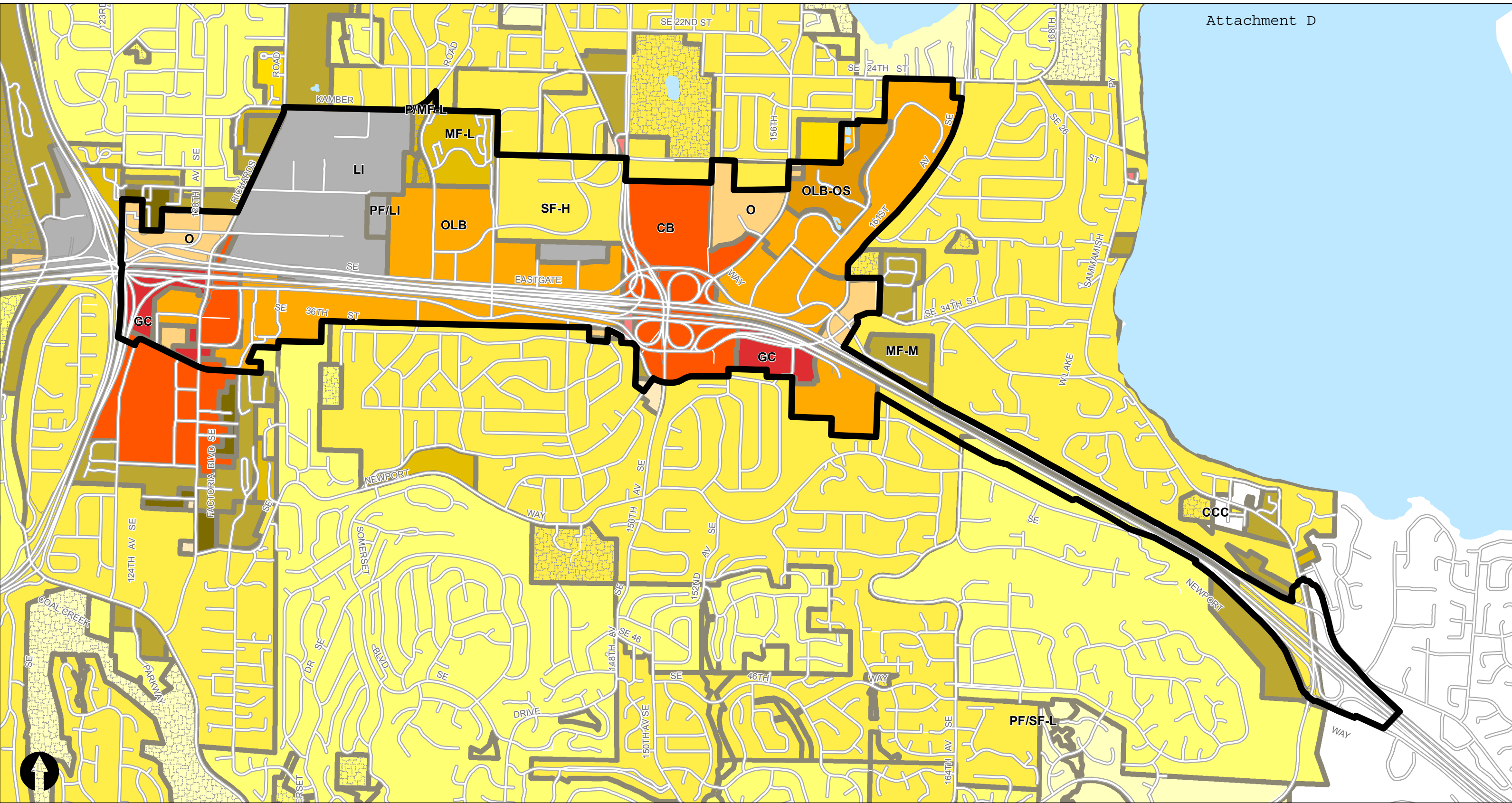
- PO Professional Office
- O Office
- OLB Office, Limited Business
- OLB-OS Office, Open Space
- NB Neighborhood Business
- CB Community Business

- GC General Commercial
- LI Light Industrial
- PF Public Facility
- P Park

- Fire Stations
- Public Schools
- Planning Districts
- Bellevue City Limits (6/2005)
- Lakes







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# Comprehensive Plan



SINGLE FAMILY - Plan Designations, Density (Corresponding Zoning District)		MF-M	Medium Density, up to 20 units per acre (R-15 & R-20)	OFFICE	
■ SF-L	Low Density - up to 1.8 units per acre (R-1 & R-1.8)	MF-H	High Density, up to 30 units per acre (R-30)	■ PO	Professional Office
■ SF-M	Medium Density - up to 3.5 units per acre (R-2.5 & R-3.5)	RETAIL		■ O	Office
■ SF-H	High Density - up to 5 units per acre (R-4 & R-5)	■ NB	Neighborhood Business	■ OLB	Office, Limited Business
■ SF-UR	Urban Residential - up to 7.5 units per acre (R-7.5)	■ CB	Community Business	■ OLB-OS	Office, Limited Business - Open Space
MULTI-FAMILY - Plan Designation, Density (Corresponding Zoning District)		■ GB	General Business	INDUSTRIAL	
■ MF-L	Low Density, up to 10 units per acre (R-10)	■ GC/CB	General Business/Community Business	■ LI	Light Industrial
				■ [Pattern]	Park or Public Facility Designation





DATE: January 22, 2014

TO: Chair Tebelius and Members of the Planning Commission

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SUBJECT: 2014 Comprehensive Plan Update – Potential updates to the Housing and Human Services Elements

The January 22, 2013, study session will continue review of the Bellevue Comprehensive Plan as part of the city's major Comprehensive Plan update. This study session will be an opportunity to continue the Commission's December 11, 2013, discussion of potential updates to the Housing Element policies. The Commission will also have the opportunity to discuss recommendations on the Housing Element from the Human Services Commission and the Bellevue Network on Aging. Michael Yantis, Chair of the Human Services Commission, and Eileen Rasnack, Chair of the Bellevue Network on Aging, will join the meeting to answer the Commission's questions.

No formal action is requested at this study session. Feedback from the Commission is welcome.

## **BACKGROUND & ANALYSIS**

*(Previously provided for December 11, 2013 Study Session)*

The Comprehensive Plan captures the community's vision for the future of Bellevue, sets policy that directs City actions and decisions, and guides capital investments. Bellevue is periodically required to update its Comprehensive Plan to ensure continued compliance with the state Growth Management Act and, just as important, to ensure it reflects the dynamic changes and trends that have and will continue to affect the growth of the community. The City's Comprehensive Plan last underwent a major review in 2004. Thus, with adoption scheduled for 2014 it will be a 10-year update of Bellevue's Comprehensive Plan.

The Planning Commission began the update of the Comprehensive Plan with a study session on the Community Vision on June 13, 2012. Following the City Council's formal initiation of the

update in October 2012 the Planning Commission has held a number of meetings reviewing the current plan and beginning to look at issues in detail. Attachment 1 provides an updated list of section reviews that have occurred to date. On June 10, 2013, the City Council approved project principles and a work program that provides direction on the issues and scope of the update. The City has also held various public engagement activities throughout 2013 including public meetings and the Bellevue’s Best Ideas on-line campaign, which was reviewed at the July 24 study session.

**Housing Element**

The Housing Element is a mandatory element of the Comprehensive Plan under the state Growth Management Act (GMA). The Housing Element identifies the City’s strategy to meet the state GMA housing goal: *“Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.”*

The current Housing Element includes the following sections:

<b>Housing Section</b>	<b>Description</b>
Neighborhood Quality & Vitality Policies HO-1-10	This section recognizes the diversity and quality of Bellevue’s neighborhoods. It also recognizes that neighborhoods are not static over time and that they evolve to meet the changing needs and lifestyles of the residents and the community.
Housing Opportunities Policies HO-11-21	This section provides the policy framework for increasing the housing supply while protecting existing neighborhoods – a critical challenge for Bellevue.
Affordable Housing Policies HO-22-36	This section includes policies that direct the city’s efforts to create housing opportunities for all economic segments of the population through regulatory and incentive approaches.
Special Housing Needs Policies HO-37-41	This section addresses the needs of some members of the community who cannot live on their own due to disability, health, age, or other circumstances that require special accommodations. Unfortunately, the difficulties some people have in finding housing may be so extreme as to result in homelessness. The city supports emergency housing and takes an active role in creating a variety of housing opportunities for those with special needs.

**Potential Housing Updates**

Over the course of this year, the Planning Commission has heard a number of staff presentations evaluating the current Comprehensive Plan, including two sessions reviewing the Housing Element.

At the **March 13 Joint Planning and Human Services Commission meeting** staff presented an overview of the housing and humans services elements and the draft East King County Housing Analysis. This was a high level review of data that will serve as background for the update of both the Housing and Human Services elements.

Discussion and comments at the March 13 joint Commission meeting included: the need for homeless shelters on the eastside; foreclosed and empty homes in Bellevue neighborhoods; and Bellevue regulations on group homes and group quarters. At the March 13 meeting the Commission did not make any recommendations on the housing update.

At the **July 10 Planning Commission meeting** staff presented the completed Housing Analysis report and discussed the significance of the data as it applies to the review of policies. Staff also presented “opportunities and gaps” that were identified in the staff review of the housing element:

#### Opportunity & Gap Analysis

New discussion/policies may be considered to address these Opportunities/Gaps:

- Clarify policies for consistency with City’s downtown planning
- Clarify policies for consistency with current direction on shelters and homeless housing

New discussion/policies may be drafted to address these potential new housing policy themes:

- Greater focus on mixed use neighborhoods
- Jobs/housing balance
- Affordable housing near transit
- Active /healthy communities
- Universal design and accessibility in new housing
- Fair Housing

New discussion/policies may be drafted to address changes to Countywide Planning Policies:

- Identifying the need for affordable housing and the steps to take to address the need
- Addressing the need for housing affordable to very low income households
- New implementation strategies and monitoring progress to meet affordable housing need

Planning Commission discussion and comment at the July 10 meeting also considered: the effectiveness of the multifamily tax exemption as an affordable housing tool; housing in the Newport Hill shopping center to encourage revitalization; balancing affordable housing across the city; employer assisted housing- Children’s Hospital Laurelhurst campus example; regional vs. local approach to addressing affordable housing need; and aging in place and housing choice for older residents.

After the March 13 Joint Planning and Human Services Commission meeting, the Human Services Commission continued their review of the Housing Element at meetings on October 1<sup>st</sup> and October 15<sup>th</sup>.

At the **October 1<sup>st</sup> Human Services Commission meeting**, staff presented the Housing Element “Opportunities and Gaps Analysis” described above. Human Services Commission discussion and comment at the October 1<sup>st</sup> meeting included: the need for new shelter housing; code

restrictions that limit where shelters can be sited; strategies to increase affordable housing including new funding, mandatory regulations and development incentives; support for older residents who want to remain in their homes; the need for affordable housing for those who live and work in the Downtown; and increased housing access near Bellevue College.

At the October 1<sup>st</sup> meeting the Human Services Commission developed draft recommendations on the housing update which are included as Attachment 2.

The January 22<sup>nd</sup> meeting is an opportunity to review the identified areas of policy change identified above along with the recommendations from the Human Services Commission and Network on Aging. Remarks from the Planning Commission at this meeting will assist staff as it develops draft policy changes to be reviewed at a subsequent meeting.

**Human Services Element**

The Human Services Element is not a focus of the January 22<sup>nd</sup> meeting. The draft recommendations for the Human Services Element from the Human Services Commission and the Bellevue Network on Aging are provided as an update to the Planning Commission regarding the work of these other City commissions. Staff will continue to work with the Human Services Commission regarding the update of the Human Services Element as it prepares a new draft of the Comprehensive Plan.

The Human Services Element is not a mandatory element, but has been included in the City’s Comprehensive Plan since 1989<sup>1</sup>. The Human Services Commission and the Human Services Element was championed by concerned community members including Bellevue’s ex-mayor Nan Campbell. The Human Services Element identifies the City’s strategy to meet the human services goal: *“To create a community in which all members have the ability to meet their basic physical, economic, and social needs, and the opportunity to enhance their quality of life.”*

The Human Services element recognizes the City’s unique Human Services role-- to provide leadership, influence community awareness and decision making, and allocate resources. Human service involvement is focused on the following areas:

<b>Human Services Area</b>	<b>Description</b>
Planning	Assessing and anticipating needs and developing appropriate policy and program responses.
Facilitating	Convening and engaging others in community problem-solving to develop and improve services.
Funding	Disbursing Community Development Block Grant and General Fund dollars to support a network of services which respond to community needs.

<sup>1</sup> The Human Services Element, adopted in 1989 (Ord. 2744) replaced the City's Human Resources Element in effect since 1975.

Informing	Promoting awareness of needs and resources through effective marketing and public relations activities.
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### Potential Human Services Updates

Following the March 13<sup>th</sup> Joint Planning and Human Services Commission meeting, the Human Services Commission continued their review of the Human Services Element at meetings on September 5<sup>th</sup> and October 15<sup>th</sup>.

At the **September 5<sup>th</sup> Human Services Commission meeting**, the Human Services Commission discussed these Human Services Element update issues:

Addressing homelessness in the Human Services Element as well as the Housing Element; support for new shelter housing and removing code barriers that limits shelter siting; remove code restrictions on housing with on-site service offices; work closely with other jurisdictions on human services issues; build partnerships that support the regional nature of how human services are delivered; direct assistance at populations that are disproportionately affected by poverty, discrimination and victimization; and provide support that allows older adults to remain in their homes and have services available to them.

The Human Services Commission’s recommendations for the Human Services Element updates are included in Attachment 4.

At the **October 15<sup>th</sup> Human Services Commission meeting**, the Human Services Commission was joined by representatives from the **Bellevue Network on Aging (BNOA)** to review the Housing and Human Services Elements, and issues affecting older adults.

The BNOA highlighted housing and human services issues supported by their members, including: the need to increase funding for the ARCH Housing Trust Fund; support for mandatory incentives for affordable housing; continued support for the Housing Repair Program; increasing housing options including accessory dwelling units; and Universal design and accessibility in new housing.

Discussion at the October 15<sup>th</sup> Human Services meeting also included these human services issues affecting older adults: CDBG funding for Home Repair, support for older residents who want to stay in their homes; accommodating elderly family members cared for at home; fair housing concerns of older adults with disabilities; providing services for the increasing number of older homeless women; the Medicaid funding gap for hearing aids and vision services; accessibility to medical facilities, including pharmacies; and connecting the issues of transportation and human services in the Comprehensive Plan.

The Bellevue Network on Aging reviewed the Comprehensive Plan over several meetings, approving their recommendations on the Housing, Human Services, Transportation and Capital Facilities Elements on December 5. That recommendation is included as Attachment 3.

## NEXT STEPS

Review of the Comprehensive Plan update will continue at future study sessions. The objective is to work through issues and specific policy areas over the fall and winter so as to enable preparation of an updated draft in the spring of 2014. A follow up study session could be scheduled for February 12, if additional discussion of the above items is needed. Review of direction for specific policy changes to the Housing Element is tentatively scheduled for March 12.

## ATTACHMENTS

1. List of Planning Commission Element and Chapter Reviews
2. Bellevue Human Services Commission Housing Element recommendations
3. Bellevue Network on Aging Housing and Human Services Element recommendations
4. Bellevue Human Services Commission Human Services Element recommendations

Copies of the current Comprehensive Plan were previously distributed to the Planning Commission. It is also available online: [http://www.ci.bellevue.wa.us/comprehensive\\_plan.htm](http://www.ci.bellevue.wa.us/comprehensive_plan.htm)

Background information previously provided to Planning Commission:

1. East King County Housing Analysis (3-13-2013 Planning Commission agenda materials)
2. Appendix to East King County Housing Analysis (3-13-2013 Planning Commission agenda materials)
3. The King County Countywide Planning Policy Housing Chapter and the County's "Housing Affordability by Cities" table (3-13-2013 Planning Commission agenda materials)
4. Follow-up Questions from 3-13-2013 Human Services and Housing Discussion (Planning Commission 7-10-2013 desk packet materials)
5. Human Services Needs Update and Consolidated Plan (City of Bellevue Human Services Division webpage: [http://www.cityofbellevue.org/human\\_services.htm](http://www.cityofbellevue.org/human_services.htm))
6. King County rapid re-housing pilot program to help homeless families (King County news release: <http://www.kingcounty.gov/exec/news/release/2013/December/RapidRehousing.aspx>)
7. City of Seattle rapid re-housing, housing first, and permanent supportive programs (City of Seattle webpage: <http://www.seattle.gov/humanservices/emergencyservices/shelter/rapidrehousing.htm>)
8. The Ten Year Plan and East King County Plan to End Homelessness (Committee to End Homelessness King County webpage: <http://www.cehkc.org/>)



### Planning Commission Element and Chapter Reviews

Chapter or Element	Description	PC Review
Introduction	The first chapter the public sees. Historic context for the Comprehensive Plan and holds the future-oriented Vision 2025, establishing the vision for what the community wants to be like in the future.	6/13/12
Citizen Participation	Policy for how the public engages and influences city planning.	4/10/13
Land Use	General location and distribution of land uses within the city and provides the framework for other plan elements.	2/13/13 9/25/13
Housing	This element seeks to maintain the strength, vitality, and stability of single family and multifamily neighborhoods and promote a variety of housing opportunities to meet the needs of all members of the community.	3/13/13 7/10/13 12/11/13
Capital Facilities	Seeks to provide adequate public facilities and ensure that needed public facilities are available when the growth occurs.	6/26/13
Utilities	Seeks to ensure that Bellevue has utility capacity to adequately serve anticipated growth.	6/26/13 9/25/13
Transportation	Addresses mobility for residents and businesses through the creation and maintenance of a balanced transportation system.	6/12/13
Economic Development	Guides efforts to market the city, offer services to businesses, and guide decision making as they pertain to the success of businesses, employees, and related services.	6/26/13
Environmental	Seeks to maintain the natural environment and protect critical areas.	7/10/13
Human Services	Seeks to create a community in which all members have the ability to meet their basic physical, economic, and social needs, and the opportunity to enhance their quality of life.	3/13/13
Parks, Open Space and Recreation	Addresses acquiring, developing and maintaining the park system, open space and habitat, and providing community services.	6/12/13 7/24/13
Shoreline Management Program	Addresses use of lands at the shoreline. Previously reviewed as part of the SMP Update project.	N/A
Urban Design	Guides the design of public and private development.	6/12/13 1/8/14
Annexation	Manages the city's growth through annexation. Historically significant, now, with annexations nearly complete, it has less relevance.	4/10/13



# Comprehensive Plan Update

## Housing Element

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### Bellevue Human Services Commission

October 1, 2013

The Commission recommends the following actions to update the Comprehensive Plan:

1. **Support development of new shelter housing with supportive services in Bellevue by removing land use code barriers in Commercial and Mixed Use districts.** Shelters with support services should be permitted uses in commercial and mixed use areas where transit and other services exist.
2. **Update affordable housing policy**
  - Implement a wide range of mandatory regulations and development incentives for a full range of affordability in order to ensure Bellevue's neighborhoods provide a diverse array of housing options;
  - Increase public funding for the ARCH Housing trust Fund;
  - Encourage affordable housing in proximity to transit and services.
3. **Allow on-site offices for service providers** within supportive housing in multifamily zoning districts. Availability of on-site services help formerly homeless and low-income residents overcome barriers and transition to market-rate housing.
4. **Support increased student housing access near Bellevue College.** Planning policy is needed to address the demand for student housing generated by Bellevue College. The City needs to consider many creative responses, including accessory dwelling units.
5. **Increase education and outreach for Accessory Dwelling Units (ADUs).** Accessory dwelling units need to be sensitive to the surrounding neighborhood. Education program is needed so homeowners know that ADUs are allowed and understand the regulations for permitting.
6. **Address important issues facing the City's existing single family neighborhoods,** including:
  - an aging population who wants to remain in the community;
  - extended families- particularly certain ethnic groups— that desire larger homes that accommodate multiple generations;
  - older residents who want neighborhood choices that include single story ramblers and small yards
  - Balancing neighborhood reinvestment with maintaining traditional character

7. **Increase housing choice in Bellevue for young workers.** Planning policy is needed for housing options affordable to young workers, especially those just out of college and college debt burdened. Options may include ADUs, efficiency units or apodments.
8. **Increase housing choice for a diverse community.** The City needs to engage the community, especially a culturally diverse community, to identify housing choices that may not be currently available. As needed, consider regulatory and incentive approaches to increase housing choices.
9. **Consider place to increase neighborhood engagement.** Place matters--the City needs to engage the community, especially a culturally diverse community, to identify important features of place such as community gardens, community centers, meeting places outside City Hall, etc.
10. **Support a downtown Third Place.** Downtown residents and workers need a "Third Place" to support community, like Crossroads serves east Bellevue.

# Comprehensive Plan Update

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## Bellevue Network on Aging

December 5, 2013

The Bellevue Network on Aging believes a good place to start is with the following Comprehensive Plan Vision. This vision can be a guiding principle in all decisions the City makes in order to be inclusive of all residents:

**“Bellevue is a community that is a great place to grow up and grow old....it is a livable community for all across the lifespan”.**

The Network recommends the following actions to update the Comprehensive Plan. Items with \*\* are items that are also supported by the Human Services Commission:

## Housing Element

### 1. Affordable Housing

- Implement a wide range of mandatory regulations and development incentives for a full range of affordability in order to ensure Bellevue’s neighborhoods provide a diverse array of housing options;
- Increase public funding for the ARCH Housing trust Fund;
- Encourage affordable housing in proximity to transit and services.

### 2. Single Family Neighborhoods\*\*

Look at important issues facing the City's existing single family neighborhoods:

- an aging population who wants to remain in the community;
- extended families- particularly certain ethnic groups— that desire larger homes that accommodate multiple generations;
- older residents who want neighborhood choices that include single story ramblers and small yards;
- Balancing neighborhood reinvestment while maintaining the neighborhood’s character;
- Continue funding the Housing Repair Program.

### 3. Housing choices for a diverse community\*\*

- The City needs to engage the community, especially the culturally diverse and aging community, to identify housing choices that may not be currently available. As needed, consider regulatory and incentive approaches to increase housing choices.

4. Allow for a variety of housing options as our community ages
  - The City needs to plan for the range of housing needs of the aging community such as home modification, accessory dwelling units, adult family homes, and assisted living facilities.
5. Encourage Universal Design
  - Developers need to be educated and encouraged to incorporate Universal Design in all new construction.
6. New Dedicated Funds for Affordable Housing\*\*
  - Need for new, dedicated funds for housing affordable to low and very-low income households. Funds need to supplement existing general funds and CDBG to ARCH HTF; noting that general fund contributions have been flat since at least 1994 and CDBG has been greatly reduced in recent years.
7. Shelter Housing\*\*
  - Support for new Eastside shelters, to shelter year-round homeless population and the larger homeless population who seek shelter in severe weather. Support for shift in transitional housing to rapid re-housing strategies. Especially those options geared to the increasing homeless population over the age of 60 years.
8. Accessory Dwelling Units\*\*
  - Accessory dwelling units need to be sensitive to the surrounding neighborhood. Education program is needed so homeowners know that ADUs are allowed and understand the regulations for permitting.

## Human Services Element

The Bellevue Network on Aging supports the City's commitment to the planning, facilitating, funding and informing functions of the Human Services Division and Commission and believes that the City should continue to allocate funding and other resources, for services which address the full spectrum of community needs in partnership with the public and private human services network.

1. The human services system is a regional system in which Bellevue plays a part.\*\*
  - Policies should more effectively promote the City's partnerships with other public agencies and governments in this regional work. This enhances policy support for work that is already being done.
2. Include more proactive policies around engaging under-served population groups\*\*
  - Given our rapidly evolving aging and diverse community, simple "we will not discriminate" policies are no longer sufficient. Goals for social justice, equity, anti-racism and cultural competence are needed to direct how the City will approach this issue moving forward.

3. Complement policies aimed at removing barriers\*\*
  - To accessing human services with policies aimed at empowering communities to overcome those barriers. Use of both approaches can lead to better outcomes.
4. Continue to support efforts of non-profit human service agencies to have facilities and services physically located in Bellevue\*\*
  - Including, but not limited to, co-location through policies in the Human Services Element and in other elements as appropriate.
5. Make a clear statement in the Human Services Element of the priority to support populations\*\*
  - That are disproportionately affected by poverty, discrimination and victimization.

## Transportation Element

1. Pedestrian Amenities
  - The City needs to plan for smooth, connected sidewalks in every neighborhood;
  - Extended crossing times at crosswalks;
  - Pedestrian connectivity;
  - Covered sidewalks in the Downtown area;
  - Additional benches/resting points;
  - ADA Compliant curb cuts throughout the City that are not steep.
2. Transit Integration Plan
  - The Transit Integration Plan should be completed and way finding signage (including disabled way finding) should be developed for pedestrians between light rail and other transit options.
3. Safe Design in public transit areas
  - Blinking lights at crosswalks and transit stations;
  - Audible crossings and notifications at crosswalks and transit stations;
  - Security cameras at transit stations;
  - Covered waiting areas at transit stations;
  - Visible security for the feeling of safety at transit stations.
4. Enhanced Transportation Options to ensure that ALL people including those with mobility and financial challenges have travel options.
5. Implement a **Complete Streets policy** ensuring that the future design of roadways is done with **all users** in mind – including bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities.

# Capital Facilities Element

The BNOA supports the goals of the Capital Facilities Element with the addition of the following bullets to the goals statement:

- Are accessible to all members of the community. For example: hearing assistance “Looping” should be considered in the renovation and new construction of all public buildings.
- Encourage implementation of Universal Design guidelines in planning for all public facilities.
- Clearly marked and easy to find accessibility routes for all members of the community with or without disabilities.



# Comprehensive Plan Update

## Human Services Element

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### Bellevue Human Services Commission

September 5, 2013

The Commission recommends the following actions to update the Comprehensive Plan:

- 1. The human services system is a regional system in which Bellevue plays a part.** Policies should more effectively promote the City's partnerships with other public agencies and governments in this regional work. This enhances policy support for work that is already being done.
- 2. Include more proactive policies around engaging under-served population groups.** Given our rapidly evolving and diverse community, simple "we will not discriminate" policies are no longer sufficient. Goals for social justice, equity, anti-racism and cultural competence are needed to direct how the City will approach this issue moving forward.
- 3. Make a clear statement in the Human Services Element of the priority to support populations** that are disproportionately affected by poverty, discrimination and victimization.
- 4. Complement policies aimed at removing barriers** to accessing human services with policies aimed at empowering communities to overcome those barriers. Use of both approaches can lead to better outcomes.
- 5. Policies specific to homelessness and homeless housing for families, youth and single adults are needed in the Human Services and Housing Elements.** Homelessness has become a more prevalent issue as Bellevue continues to grow into an urban center. Approximately 25% of the City's Human Services Fund is directed to homeless service agencies. To best align policies, it is proposed that homeless housing policies be included in the Housing Element while policies regarding supportive services be included in the Human Services Element.
- 6. Expand existing policies that support partnerships** among non-profit agencies and with school districts to include other public and private institutions, including Bellevue College. The policies should direct that partnership be rooted in a collaborative approach with shared goals and outcomes.
- 7. Continue to support efforts of non-profit human service agencies to have facilities and services physically located in Bellevue,** including, but not limited to, co-location through policies in the Human Services Element and in other elements as appropriate.
- 8. The Commission finds that it may be appropriate to set policy direction for the City's role in the area of healthcare** in the updated Comprehensive Plan. The high degree of change taking place currently in this field makes setting a policy difficult at this time. As the Comprehensive Plan Update continues, the Commission will continue to track changes in the field and may suggest policy language at a later date.





## Planning Commission Schedule

January 22, 2014

The Bellevue Planning Commission meets Wednesdays as needed, typically two or three times per month. Meetings begin at 6:30 p.m. and are held in the Council Conference Room (Room 1E-113) at City Hall, unless otherwise noted. Public comment is welcome at each meeting.

The schedule and meeting agendas are subject to change. Please confirm meeting agendas with city staff at 425-452-6868. Agenda and meeting materials are posted the Monday prior to the meeting date on the city's website at:

[http://www.bellevuewa.gov/planning\\_commission\\_agendas\\_2013.htm](http://www.bellevuewa.gov/planning_commission_agendas_2013.htm)

<u>Date</u>	<u>Tentative Agenda Topics</u>
<b>Feb 12</b>	Community Vision Subarea plan updates and boundaries Housing issues follow-up, if needed
<b>Feb 26</b>	Economic Development Strategy Comprehensive Plan Update 2014 Annual Comprehensive Plan Amendments Eastgate Plan
<b>Mar 12</b>	Speakers Session – Community Health
<b>Mar 26</b>	Joint commissions meeting – diversity forum
<b>April 9</b>	<i>At South Bellevue Community Center</i> Eastgate Plan
<b>April 23</b>	
<b>May 14</b>	
<b>May 28</b>	
<b>June 11</b>	
<b>June 25</b>	
<b>July 9</b>	
<b>July 23</b>	





Post Office Box 90012 • Bellevue, Washington • 98009 9012

January 6, 2014

Planning Commission  
c/o Paul Inghram, Comprehensive Planning Manager  
Planning and Community Development Department  
PO Box 90012  
Bellevue, WA 98009-9012

Dear Chair Tebelius:

Thank you for inviting comments from the Environmental Services Commission (ESC) regarding the City's Comprehensive Plan Update (CPU). The ESC devoted time at several meetings in 2013 for review of those elements of the Comprehensive Plan which most directly affect Utilities policies and outcomes: Utilities, Capital Facilities, and Environmental Elements.

As the commission charged with reviewing city utility policies, budgets and rates, the ESC appreciates the opportunity to help shape Bellevue's progress, including capital investments and a strong local economy and healthy environment for the people who will live and work here in the coming decades.

The ESC understands the Planning Commission has requested input from a number of stakeholder groups and has also invited input from the public. As requested, ESC has summarized proposed policy changes but has not suggested specific new policy language at this time. We anticipate working with staff and the Planning Commission to develop language as the proposed policy changes move forward.

The attached table contains proposed changes to existing policies and indicates areas where we believe new policy language is needed, along with the reason(s) for each proposed change. Most proposed changes fall into the following categories:

- A holistic approach to water, wastewater, surface water, and solid waste utility management;
- Compliance with Bellevue's Municipal Stormwater Permit, particularly for low impact development technologies and philosophy;
- Emerging technologies that would improve delivery of city-managed utility services;
- Clarify policy intent and update outdated terminology; and
- Reference appropriate utility system plans for utility-specific level-of-service targets.

The CPU sets the vision and policies that affect Bellevue's future. Well managed utilities are essential for successful implementation of the CPU leading to a strong economy, a safe community, and a healthy environment. Clear policies that support continued quality municipal utility services help ensure Bellevue's CPU vision for the future.

The ESC looks forward to working with staff to review draft policy language for these CPU Elements, anticipated in early 2014. As ever, please feel free to contact me to discuss any matter of interest to you.

Sincerely

Brad Helland, PE  
Chair, Environmental Services Commission



## 2013 Comprehensive Plan Update

### ESC / Utilities Recommended Policy Changes

As Presented for Approval by ESC on October 17, 2013 and with minor amendments by the ESC Chair 12/9/13

Utilities Element			
Policy #	Existing Policy or New Topic	Proposed Change	Why?
<b>General Utility System Policies UT-1 to UT-6</b>			
NEW	Asset Management – general	Add policy language in support of asset management of utility infrastructure assets. Emphasize cost effective management of systems over their lifetime, including planning for renewal and replacement, balancing risk, and maintaining levels of service. For city-managed assets and services, add guidance to forecast future capital and operations/maintenance costs, so that customer rates can be established to fully fund ownership costs in an equitable manner across generations.	There are currently no policies about using an asset management approach for utility infrastructure in the Comp Plan. Proposal would add general language about support for comprehensive asset management approach as a best practice to efficiently and equitably serve utility customers.
NEW	Asset Management – risk	Add a policy requiring management of city-managed utility infrastructure assets in a manner to reduce the likelihood of public safety impacts, property and environmental damage, and business/social disruption due to asset failure.	There are currently no policies about asset management in the Comp Plan. Proposed language recognizes the risk management element of utility infrastructure asset management.
NEW	Support for Emerging Technology	Add policy language recognizing and supporting technologies which support sustainability that are appropriate and viable. (Examples: smart buildings using water recycling, wastewater treatment techniques such as membrane treatment technologies), and stormwater management (Low Impact Development) techniques that allow them to lessen their demand to	There is virtually no mention of emerging technologies in the Comp Plan now. Policy would affirm city should be supportive of credible proposals to manage water and wastewater use efficiently, and mitigate stormwater innovatively, on site.

		the utility grid.	
		Add policy support for providing education about the benefits of these technologies, in particular Low Impact Development.	NPDES Compliance
NEW	Utility System Plan Updates	Add policy direction for development and periodic updating of functional utility plans (aka Utility System Plans) that forecast system capacity and deficiency for at least a 20 year planning horizon.	Would provide policy support that long range planning is appropriate and necessary.
NEW	Utility System Plan Content	Add policy direction that functional system plans for water, wastewater, storm water, and solid waste should contain system management and operational policies, levels of service, and consider the impact of changing weather patterns.	Clarity. Alerts CP audience that system plans contain policies and level of service information specific to each utility, in addition to those broad policies stated in the CP. New: Makes reference to Bellevue Solid Waste planning, since appropriate to plan for future beyond King Co Solid Waste transfer and disposal system.
NEW	Low Impact Development	Add policy support for “Considering LID principles to minimize impervious surfaces and native vegetation loss on all infrastructure improvement projects.”	NPDES Compliance
<b>Intergovernmental Relations and Coordination UT-7 to UT-10</b>			
UT 7	<i>Extend water and sewer utility service to unserved areas of the utility service area, including extensions into potential annexation areas, if the city’s costs are reimbursed and provided that service will be extended only upon annexation to the city, or if extensions are consistent with local and regional land use and utility comprehensive plans.</i>	Add language to clarify that sub-area policy may modify utility extension requirements for specific geographic areas. (e.g. Bridle Trails BT-33 and Newcastle NC-61)	Clarity. Alerts reader that subarea policy may impact broad policy for specific geographic areas.
UT 8	<i>Recover all costs, including overhead costs, related to the extension of services, as well as the costs to maintain and operate these systems.</i>	Move this policy about cost recovery of extensions to the “General Utility System” section	Relocating policy to more logical place; No substantive change proposed.



NEW	Emergency Preparedness -- Coordination	Add policy endorsing coordinated emergency preparedness and response with local and regional utility partners. (Example: Washington Water and Wastewater Response Network {WAWARN})	Inter-agency coordination for emergency preparedness and response is critical to utility service delivery following an event, but Comp Plan is currently silent on this topic.
<b>Solid Waste Policies UT-14 to UT-21</b>			
NEW	Solid Waste Mission	Add a broad policy statement that fully captures the Solid Waste Utility mission to provide a convenient, efficient, environmentally-friendly and unobtrusive solid waste collection system.	There is currently no umbrella policy directing the City to implement a solid waste program.
<b>Sewer Utility Policies UT-20 to UT-21</b>			
NEW	Wastewater Utility Mission	Add a broad policy statement that captures the utility's wastewater mission: "Provide a reliable wastewater disposal system that ensures a public health and safety, and protects the environment."	There is currently no umbrella policy directing the city to implement a wastewater system.
<b>Storm and Surface Water Policies UT-22 to UT-25</b>			
UT 22	<i>Participate in regional watershed based efforts with the goals of achieving local watershed health and addressing Endangered Species Act issues, and strive to manage the city's storm and surface water system within a system wide, watershed based context.</i>	Separate this into two policies. 1) The first part of the sentence is a complete policy, with a period after "Endangered Species Act". Change second "watershed" term to "drainage basin".  2) Revise the second part of the sentence to read something like "Strive to manage the storm and surface water drainage system with a comprehensive and holistic approach."	Clarity: The two ideas are somewhat independent, so two policies would add clarity. Clarity: Change from 'Watershed' to "drainage basin" provides consistency with NPDES permit terminology, to avoid confusion.  Clarity. Dropping the word 'city's' would better convey that the storm system is comprised of both public and private elements. The changed words avoid confusion and conflict with the language of the NPDES permit.
UT 23	<i>Manage the storm and surface water system in</i>	Update this umbrella policy to capture stormwater	Clarity. Update language to be consistent with the storm and

	<i>Bellevue to maintain a hydrologic balance in order to prevent property damage, protect water quality, provide for the safety and enjoyment of citizens, and preserve and enhance habitat and sensitive areas.</i>	utility's mission of "Provide a storm and surface water system that controls damage from storms, protects surface water quality, supports fish and wildlife habitat, and protects the environment."	surface water utility mission.
UT 24	<i>Enforce surface water controls to protect surface water quality.</i>	Delete Policy	Policy was originally written for surface water protection from leaking underground storage tanks. Surface water quality is now broadly protected by local, state and federal regulations.
UT 25	<i>Educate the public on water quality issues.</i>	Update policy language to recognize need for water quality education specifically about low impact development, pollution prevention, aquatic habitat, and public engagement. Encourage coordination with schools as one option to further water quality education.	Brings policy up to date by adding specificity about which issues that affect WQ should be the focus of public education efforts.
<b>Water Utility Policies UT-26 to UT-31</b>			
UT 26	<i>Ensure a cost-effective water supply that meets the needs of the City of Bellevue</i>	Expand this policy to fully capture the water utility mission to "Provide a reliable supply of safe, secure, high quality drinking water that meets all the community's water needs in an environmentally responsible manner."	Revised umbrella policy would better align with water utility mission.
UT 27	<i>Provide a water supply that meets all federal drinking water quality standards.</i>	Revise policy to compel meeting all federal <u>and state</u> drinking water quality standards.	Recognizes that there are federal AND state drinking water quality standards.
<b>Non City Managed Utilities</b>			
NEW	Support for Emerging Technologies by non-city-managed utilities	Gap: Add policy language to support technology that could enhance the provision of municipal utility services, such as high capacity wireless internet that would support automated meter reading.	To add policy in support of new technologies that would benefit city-managed utility service delivery.
NEW	Priority to recovering power for the water/wastewater system	Gap: Add policy requiring that electrical utilities give priority to restoring power to utility lifeline services	Supports restoration of utility lifelines following power outages, over other users.

UT 34	<i>Require effective and timely coordination of all public and private utility trenching activities.</i>	(water and sewer facilities), during power outages. Expand this policy to require coordination beyond just trenching, such as for culvert replacements, and utility facility conflict resolution.	Policy support to leverage continued or enhanced coordination
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## Capital Facilities Element

Policy	Existing Policy or New Topic	Proposed Change	Why?
CF 1	<i>Ensure that necessary capital facilities are provided within a reasonable time of the occurrence of impacts resulting there from.</i>	Currently written awkwardly. For Utilities capital facilities (and possibly others), revise to indicate that Utility facilities should be in place, or have provision for providing extension (public and/or developer funding) to accommodate planned growth.	Clarity
CF 5	<i>Use adopted LOS, operating criteria, or performance standards to evaluate capital facility needs.</i>	Add language that points to Utility System Plans (functional plans) for Levels of Service(LOS) specific to each system	Alerts CP audience that system plans contain policies specific to each utility in addition to those shown in the CP.

**Environment Element**

<b>Policy</b>	<b>Existing Policy or New Topic</b>	<b>Proposed Change</b>	<b>Why?</b>
<b>Environmental Stewardship Policies EN-1 to EN-31</b>			
EN 5	<i>Reduce waste, reuse and recycle materials, and dispose of all wastes in a safe and responsible manner</i>	Rewrite to target increased waste prevention, reuse, recycling, and the use of recycled-content materials and products. Promote the use of products and materials that require less resource to create and use and that are recyclable at the end of their useful lives. Keep the part about disposing of all wastes in a safe and responsible manner.	To make the policy more comprehensive by adding prevention and specifying support for recycled-content materials and products.
EN 27	<i>Implement the citywide use of low impact development techniques and green building practices that provide benefits to critical areas functions.</i>	Drop the last clause “that provide benefits to critical areas functions”.	The phrase inappropriately limits the application of LID techniques, inconsistent with NPDES permit.
NEW	Aquatic Habitat	Add a new policy directing that the City should be the steward of information relative to aquatic habitat on public <i>and</i> private property, and should develop a plan leading to overall habitat improvements throughout the City.	Adds needed flexibility to prioritize and implement projects wherever they will provide the most benefit, without obliging or mandating any defined level of public investment. Do not write in such a way that could compel private property owners to resolve such aquatic habitat problems, although education about voluntary resolution would be appropriate.
NEW	Space for Recyclables	Add a policy that requires developers to plan for adequate space for recycling materials (containers for recyclables and organic materials)	Resolve an ongoing problem that has not been addressed through code modification.
NEW	Tree Canopy Preservation and Restoration	Add a policy that recognizes the value of trees to surface water, energy consumption and aesthetics and that therefore encourages the preservation and restoration of tree canopy throughout the city, including in rights of way.	Healthy tree canopy aligns with Bellevue’s “City in a Park” motto, providing both aesthetic and more tangible benefits. Trees provide cooling shade on stormwater runoff, reducing surface water temperatures, and on buildings, reducing heat transfer. They also lessen the total volume of storm water that runs off, aligned with low impact development principles. Undeveloped property should preserve trees wherever

possible; redeveloping property and city rights of way should add trees where possible.

**Water Resources Policies EN 32 to EN 43**

GOALS	<i>Open surface water’s beneficial uses are, in order of priority:</i> <ul style="list-style-type: none"> <li>a. <i>Natural resources preservation;</i></li> <li>b. <i>Fish and wildlife habitat and water quality;</i></li> <li>c. <i>Storm water conveyance;</i></li> <li>d. <i>Recreation, culture and education; and</i></li> <li>e. <i>Aesthetics.</i></li> </ul>	Recommend removing prioritization.	Adds flexibility
EN 33	<i>Maintain surface water quality, defined as meeting federal and state standards and restore surface water that has become degraded, to the maximum extent practicable.</i>	Revise to acknowledge the non-point nature of pollution in surface water runoff, and to encourage the establishment of realistic goals consistent with state and federal requirements.	NPDES clarity. As written this policy implies that the city can maintain surface water quality that meets federal and state standards.
EN 36	<i>Retrofit public storm drainage systems and prioritize investments where there is a significant potential for restoring surface water quality important to preserving or enhancing aquatic life.</i>	Add “littoral and riparian” after “aquatic”.	To more fully capture the in-water and land-living fish and wildlife dependent on healthy surface water quality of lakes and streams.
EN 38	<i>Restore and protect the biological health and diversity of the Lake Washington and Lake Sammamish watersheds in Bellevue’s jurisdiction.</i>	Change “watersheds” to “basins.”	Consistency: Current regional terminology now uses “watershed” to designate WRIAs, rather than referring to lake drainages as this policy did.
EN 39	<i>Restrict the runoff rate, volume, and quality to predevelopment levels for all new development and redevelopment.</i>	Delete this policy.	Redundant. Stormwater runoff control is completely regulated by local and state prescriptive requirements, captured in Storm Code, Utility Engineering Standards, and other city development regulations.

**Earth Resources and Geologic Hazards Policies EN 44 to EN 58**

EN 46	<i>Prepare geologic maps of the city, in conjunction with regional geologic mapping efforts.</i>	Replace “prepare” with “maintain”	Clarity. Would more accurately reflect ongoing need to keep current the geologic maps the city already has.
<b>Fish and Wildlife Habitat Conservation Areas Policies EN 59 to EN 77</b>			
EN 62	<i>Prohibit creating new fish passage barriers and remove existing artificial fish passage barriers in accordance with applicable state law regarding water crossing structures.</i>	Strike the last few words “regarding water crossing structures”.	Clarity. The term “water crossing structures” is confusing. The policy is complete without it.





## Inghram, Paul

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**From:** M A Seelig <maseelig@gmail.com>  
**Sent:** Thursday, January 09, 2014 9:23 AM  
**To:** Inghram, Paul  
**Cc:** Annice & Martin Seelig  
**Subject:** "Roach Coaches" in or near our City Parks

Paul,

Please forward this message to Ms. Tebelius. Thanks.

Martin

Ms. Diane Tebelius, Chair, Bellevue Planning Commission

Dear Madam Chair:

The City could open our parks, or if preferable streets adjacent to our parks, to "roach coaches." Such mobile facilities would provide food service right at the parks, an important element of establishing and promoting 3<sup>rd</sup> Places. The "coaches" would provide flexibility to their owners to locate where and when demand exists. Encouraging mobile facilities would eliminate the cost and space required for permanent concession stands.

To expand the seasons during which these 3<sup>rd</sup> Places would be used, , where these do not already exist, covered "picnic" facilities could be built in the parks . Perhaps radiant heaters might even be installed. The City might establish fees for the mobile facilities to offset some of the costs for new Park infrastructure.

Respectfully,

Martin

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**Martin A. Seelig**  
425-454-0885 (o)  
206-601-8919 (m)

CITY OF BELLEVUE  
BELLEVUE PLANNING COMMISSION  
MEETING MINUTES

November 13, 2013  
6:30 p.m.

Bellevue College  
Library Media Center, Room D106

COMMISSIONERS PRESENT: Chair Tebelius, Commissioners Carlson, Ferris, Hamlin, Hilhorst, Laing

COMMISSIONERS ABSENT: None

STAFF PRESENT: Paul Inghram, Erika Conkling, Department of Planning and Community Development; Carol Helland, Mike Bergstrom, Department of Development Services

GUEST SPEAKERS: Ray White, Bellevue College; Pat Callahan, Urban Renaissance Group; Steve Fricke, Spiritwood Neighborhood Resident

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:35 p.m. by Chair Tebelius who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present.

3. SPEAKERS EVENT - EASTGATE CORRIDOR

Chair Tebelius explained that the city's Comprehensive Plan is a broad statement of goals and policies that direct the orderly and coordinated physical development of the city. The Comprehensive Plan anticipates change, provides specific guidance for future legislative and administrative action, and reflects citizen involvement, technical analysis, and judgment by decision makers. It contains sections on land use, housing, capital facilities, utilities, transportation, economic development, environment, human services, parks, open space and recreation, shorelines, and urban design. All cities in Washington state are required to have a Comprehensive Plan and must keep it updated.

Chair Tebelius introduced Ray White, vice-president of Bellevue College.

Mr. White explained that Bellevue College is currently involved in a comprehensive strategic planning process which he is chairing. In the first phase of the process the college is taking the time to listen to the community. He shared with the audience a website address that has information about the process, including upcoming sessions.

Mr. White said Bellevue College is a public institution and as such is funded by the state. Open access is important to the college. The college is community based and specifically designed to

serve the community. By head count, Bellevue College has 38,000 students; some come for a single class while others are part-time students, but when converted to full-time equivalents the college has some 11,000 students, making it the third largest institute of higher education in Washington state. Now a four-year college, the institution still offers a number of two-year degrees but has also been granted the authority to award baccalaureate degrees, though only two percent of the students are enrolled in a baccalaureate degree program. The college has a diverse student body. The number of students attending from outside the immediate geographic area of Bellevue is steadily increasing and currently stands at 28 percent. Absent student housing on campus, the students live at home with their parents or in their own homes.

Mr. White said it takes \$91 million per year to operate Bellevue College, of which only 27 percent comes from taxpayers. Tuition and fees along with proprietary revenues make up the balance. The main campus encompasses 100 acres. The north campus is a satellite facility operating in a building just off of SR-520 that was purchased from Microsoft. The east campus, which is 20 acres of trees, is located near the Issaquah Highlands; site plans for that campus are currently under review and development will occur over the next 30 years. The school's district covers the area from Mercer Island to Snoqualmie Pass, but everyone at the campus is interested in generating more of a connection with a visibility to the city of Bellevue; that could even include a physical presence in the downtown.

The college draws athletes from outside the area; the school has a total of 130 athletes. The international program hosts 1100 students who typically find housing for two years. The interior design program has a draw strong enough to bring students in from out of state. There are no hard figures for how many students from local families choose to live in student housing arrangements while attending Bellevue College just to enjoy the whole experience; estimates range from 10 to 30 percent. Taken together, an argument could be made in favor of needing 400 to 900 student housing beds in various forms. The college has been landbanking over the years with an eye on building housing on site and operating it. Under the best case scenario, student housing units will not be available for another two to four years. If housing is not constructed on the campus, it should be constructed near the campus.

Mr. White said for the most part Bellevue College is a commuter school. Even if student housing ranging from 400 to 900 beds were to be constructed, it would not solve the broader community issue around housing in the immediate neighborhood of the school. Housing on the campus itself would be a different story. The college has been buying homes in the Sunset Ranch neighborhood and tearing them down, though some have been retained and are being used for office space and storage; the college owns 19 lots in that neighborhood. One problem is that each of the properties is on a septic system and connecting to the sanitary sewer will require a pump station. To the south of the campus there are property owners contemplating housing projects that could house college students.

Commissioner Laing asked how close to the college most of the students live, and if a shift to a non-commuter institution would in effect shift the focus of the school. Mr. White said the college has no plans to change the nature of what it does; the intent is to continue operating as a college rather than as a university. There is also no vision to expand the district boundaries.

Commissioner Hilhorst asked what the timeline is for completing the housing options study. Mr. White said he has no hard and fast timeline but likely will be reporting to the Board in January. Should the board decide to move forward toward constructing student housing, it probably would take about two years before the first units would be available.

Commissioner Ferris allowed that housing issues around the college campus have been in the news lately, and the list of other impacts the college has on the surrounding community includes parking and traffic. He asked to what degree the college is reaching out to the community to address their concerns, and what other things the Commission should be aware of. Mr. White said as the college's representative he could be doing a much better job of listening to the neighborhoods. There is an interesting dynamic relative to the on-campus parking. The college is committed to sustainability and that highlights the need to find equilibrium between how much to charge and how many parking spaces there should be so as to avoid enabling single-occupant vehicles. The college certainly encourages alternative transportation modes. There still are issues with students parking at the park and ride, but parking complaints from the local neighborhoods have been reduced. The college really does not have control over where students park if they choose to park off-campus, but the degree to which the college can eliminate trips will ultimately reduce both parking and traffic issues.

Commissioner Carlson asked what the current tuition charge is. Mr. White said full-time students pay about \$1400 per quarter. At \$102 per credit, someone wanting to just take a single continuing education or self-improvement class will be charged about \$500.

Answering a question asked by Commissioner Carlson, Mr. White said adding 400 to 900 student housing beds will not be the silver bullet that will solve the issues occurring in the surrounding neighborhoods. The problem of house sharing is actually bigger than just Bellevue College students. The projections are that the college could utilize 400 to 900 beds on an ongoing basis, primarily for international students. The problem with the international program is that it is fragile and a change in visa status or some other trigger could devastate it.

A question submitted by a member of the audience asked where the international students currently live, and why the college does not choose to construct a dormitory on the campus. Mr. White said the college intends to build a dormitory on campus in about two to four years, but it will be called student housing. Currently, international students live in rented apartments.

Chair Tebelius introduced Pat Callahan, CEO of the Urban Renaissance Group, a development company with an interest in the Eastgate/I-90 corridor.

Mr. Callahan said Urban Renaissance Group was formed in 2006 with a focus on developing office space. He said he personally was involved in many of the highrise developments in the downtown and in the Eastgate/I-90 corridor when working for Equity Partners. Through a partnership with Wright Runstad, Equity Partners constructed the Key Tower in the downtown. The overall thinking at the time was that technology companies wanted to be on campuses on the suburbs, so in designing the building the concept chosen was that of a vertical campus that would attract technology companies. At the time, no one believed technology companies would choose to locate in an urban core. That was only 16 years ago and since then there has been a sea change in terms of technology companies wanting walkable amenity rich environments. That new focus was foundational to Urban Renaissance Group at its formation.

Mr. Callahan said there are eight or nine factors that are driving reurbanization, and the focus on the Eastgate/I-90 corridor falls into the reurbanization category. One of the factors is the movement from households with children to households without children. The change leads to three opportunities: vibrant urban core areas; walkable vertical urban villages in traditional suburban locations; and transit-oriented development. Lincoln Executive Center, one of Urban

Renaissance Group's properties in the Eastgate/I-90 corridor, is ripe for redevelopment with a focus on a vertical urban village. The site offers the opportunity to increase vitality in the corridor through a combination of uses.

Lincoln Executive Center is located close to Bellevue College and the Eastgate transit center. The site is currently developed with 255,000 square feet of office space and 4.6 parking stalls per thousand square feet which is a very high ratio typical of a suburban-oriented land use. The result is a development with so few people working in it that it cannot even support a deli. One concept under review by Urban Renaissance Group involves buying the Bank of America site, tearing down one of the single-story buildings, retaining the three three-story buildings, and constructing two 250,000 square-foot 12-story towers and a parking structure. There would be retail opportunities at the base of each tower. Bank of America would relocate somewhere within the complex. Storm water would be addressed through the creation of a pond on-site. The parking garage could be built in a way that would support residential.

During the Eastgate/I-90 CAC process there were a lot of questions asked by citizens about why a height of 12 stories should be allowed. Mr. Callahan said he explained the process of calculating projected rental rates and comparing them against the construction costs for two six-story buildings and two 12-story buildings. Given the achievable rental rates, the construction costs can only be justified with 12-story towers. In part that is because the construction costs per square foot are higher for the six-story towers because of certain fixed costs. The 12-story towers will command higher rental rates for the upper floors because of the views.

Mr. Callahan said redevelopment of the Lincoln Executive Center, or of a property located between Sunset North and the college campus that is also controlled by Urban Renaissance Group, will require a zoning change. The Sunset site could be developed with housing units and phased in over time, beginning with about 400 units.

Commissioner Hamlin noted that the Sunset site was not discussed much during the Eastgate/I-90 study. He said it was his understanding the site is adjacent to multifamily. Mr. Callahan said the site is between the college campus, some multifamily, and the office project Sunset North.

Jack McCullough, a land use attorney with McCullough Hill Leary, explained that when the old gravel pit was redeveloped the Sunset North office project was put in with a cap on the total square footage. The site in question is not currently developed and cannot be because of the 20-year-old zoning that is in place. Mr. Callahan said a change in zoning would permit the site to be developed rather quickly and it would result in a reduction of congestion because students that currently drive from elsewhere could in fact walk to the campus. The site was not focused on during the Eastgate/I-90 process. It was in working with Bellevue College on the need for student housing that the idea of developing residential on the site came to the front.

Commissioner Laing said there are two populations associated with Bellevue College that have housing needs: the student population and the faculty population. He asked how much of a demand there might be for the faculty category. Mr. Callahan said the college believes some townhouses for that population might be appropriate to program in. Mr. White said he did not have a way to quantify the faculty housing market but agreed that it is something he gets asked about often by the faculty.

Answering a question asked by Commissioner Hilhorst, Mr. Callahan explained that development takes anywhere from 12 to 15 months to bring online once permits are issued. He

reiterated that a zoning change would be needed first, and the current schedule for effecting that is not fast enough to address the student housing need outlined by Mr. White.

Commissioner Ferris cautioned that where more than ten percent of the occupants of a building under a master lease are occupants of a college or university, the entire debt of the facility must go on the balance sheet of the organization. The college could get way down the road on what it initially perceived to be an advantage only to find out that having it on its balance sheet does not work. That changed in 2010 as a result of the recession. Mr. Callahan allowed that Urban Renaissance Group is not a student housing expert, it just happens to have a site near the college that has the potential for student housing.

Commissioner Hamlin voiced his support for the idea of building housing units on the Sunset North site near the college. He said the concept certainly fits what the Eastgate/I-90 CAC envisioned for the corridor.

Chair Tebelius read a question submitted by a member of the audience that asked if reductions in funding for transit that may occur in the near future will have an impact on the need for parking. Mr. Callahan suggested reductions in transit services likely would increase the demand for parking. To the extent service to the transit center increases, the corridor and the college will be easily accessible by transit.

Chair Tebelius relayed another audience question that asked about the cutting down of a lot of trees to accommodate the redevelopment activities. Mr. Callahan said the Lincoln Executive Center site extends to the bottom of the hillside, and virtually all of the vegetation on the hillside would be preserved. There would be some trees removed from the main site but their removal would be offset by the additional greenery that would be added to the entire site.

Chair Tebelius introduced Steve Fricke, a Spiritwood neighborhood resident.

Mr. Fricke said he recently was asked what it was that made him choose to move to Bellevue and in particular the Spiritwood neighborhood. He said he has lived all over the United States as the child of a career army father. He said he and his wife have two children, one 12 and one 17 who attends Sammamish High School. He said in seeking a place to live, safety was at the top of the list of values. Bellevue is known for being a safe place. He said his list of values also included a strong school system and a walkable/bikeable community, both of which Bellevue is also known for. Spiritwood answered the criteria. It is a great neighborhood; it is close to schools, parks and walking trails. The neighborhood acts as a small city within a big city, which means neighbors can count on one another. Kids can safely ride their bikes in the streets. The downtown is close, but it is not next door, but the services needed are nearby. The homes are not large and as such are relatively affordable.

Mr. Fricke said residents of Spiritwood are concerned about losing their sense of neighborhood and community. The area is zoned single family but increasingly homes are being used as rooming houses. In a conversation with Comprehensive Planning Manager Paul Inghram recently, it was noted that the city has a longstanding policy of protecting the character and quality of its residential neighborhoods, and has no intention of changing the zoning for Spiritwood.

Bellevue College is one of Spiritwood's most valued neighbors. The students bring energy to the area. Some residents of Spiritwood allow students to room with them. Bellevue College does

not always, however, treat Spiritwood as a valued neighbor and often takes actions without informing the neighborhood.

Bellevue College began as a community college and still has community roots. It was not until 2007 that the college began offering four-year degrees. The school is advertised internationally and is attracting an increasing number of students from outside the local community, including a thousand foreign students from more than 70 different countries. The college needs to house its students somewhere, and to its detriment, Spiritwood is on the receiving end of students seeking housing. What is happening is foreign investors are buying houses in the neighborhood and they are taking the small homes and gutting them. They are converting garages into two separate rooms. They are converting living space into bedroom spaces. Houses that were built with three or four bedrooms now in many cases have eight bedrooms and the rooms in them are being advertised on Craigslist for \$500 to \$700 each. The rooms are being advertised in Chinese as well as in English.

The issue was brought to the attention of the city and a mediation meeting was set up. Mr. Fricke said he attended representing the neighborhood, but the owners of the properties in question did not attend because they do not live in the area. When the owners were asked why they are buying the houses, their answer was simply Bellevue College.

The conversions are causing Spiritwood to lose its sense of community. The students are loved by the neighborhood residents and they are welcome in the neighborhood, but not in such high concentrations. Bellevue College is not to be blamed, but it should be held accountable for knowing there would be a need for student housing once four-year degrees started being offered. The city does not want to act so fast that it creates unintended consequences, but Bellevue College, along with the city not enforcing the laws on the books, has already triggered unintended consequences.

Mr. Fricke praised the city staff for listening to the neighborhood and for taking action. An emergency ordinance was put in place that at least in part addresses the problem. What is needed, however, is code that will permanently address the issue in a way that will protect the neighborhoods while also addressing Bellevue's need for student housing.

Answering a question asked by Commissioner Carlson, Mr. Fricke said what the neighborhood is most concerned about is an influx of people who have no sense of community and will not be around long enough to develop roots.

Commissioner Ferris asked if the neighborhood would be supportive of Bellevue College developing multifamily student housing on land they own close to the northern edge of the college campus. Mr. Fricke said he is fully supportive of student housing. If developed on the campus or immediately adjacent, it will relieve the pressure on the neighborhood. He stressed that the neighborhood does not put the entire blame for the rooming houses on the shoulders of Bellevue College.

Commissioner Laing asked if the Spiritwood properties have any restrictive covenants in place that might speak to the issue, or if the current property owners have considered banding together and voluntarily creating a prohibition on the rooming house use. He said he is hearing that the rooming house business has a market and that it is profitable, and simply imposing a registration process may not get the neighborhood to where it wants to be. Mr. Fricke agreed that neither registration or a code change would by themselves accomplish what the neighborhood wants and

needs. What is needed is enforcement, but enforcement cannot be expected to occur if the city has no idea where the rooming houses are. Enforcement is handled on a complaint basis, which puts the onus on the neighbors to file a report, then sit back and hope the city will act. Licensing and registration are methods other cities have used. Government is empowered to regulate commerce, but Bellevue's current code allows for the unregulated operation of rooming houses that turn single family neighborhoods into de facto multifamily neighborhoods, and that is summarily unfair to those who purchased homes in what they thought was a single family neighborhood.

Chair Tebelius took a moment to thank Commissioner Hilhorst and Mr. Inghram for putting together the meeting and for arranging for the speakers.

#### 4. PUBLIC COMMENT

Ms. Nanette Fricke, a resident of the Spiritwood neighborhood, voiced her support for the rezoning that would need to be done in order to allow for the building of student housing on the Sunset North property as outlined by Mr. Callahan.

Mr. Paul Bell, 10000 NE 1st Street, Apartment 107, spoke as a student at Bellevue College. He said he has been living in Bellevue for just over a year. He said he attended a City Council meeting a couple of weeks ago and was moved by the warmth of the Council and the passion of the residents who were concerned about the rooming house issue. He said the students initially opposed the language of the emergency measure up for consideration by the Council in that it labeled students as being part of the problem. After the wording of the measure was revised, the students were on board with it. The students want to be part of the solution. They certainly are not looking for substandard housing.

Mr. Dave Isaac, 3810 140th Avenue SE, said he has lived in the neighborhood for 13 years. He said when the Eastgate park and ride was first constructed it was welcomed by many. It was beautiful, it worked well, and it was within walking distance of many residents. He said he now chooses to drive to the South Bellevue park and ride to avoid standing out in the rain and because the buses come by more frequently. He said he hopes the transit operations at the park and ride will be improved, making it once again desirable. He also said he hoped the city would establish parking stall standards that are wide enough to comfortably park a car in.

Mr. David Payter, 1614 144th Avenue SE, said he has lived in the Spiritwood neighborhood for 16 years. He said Mr. Fricke did an excellent job of outlining the issues facing the neighborhood. He said he lives across the street from an unintended consequence, and within a block of two more. There are a lot of cars on the street. Some of the rooms are occupied by students, but some are occupied by people needing affordable rent. Bellevue and the region is facing an affordable housing crisis, and that certainly is contributing to the problem. A very large home is being built just up the street; it has 7825 square feet, it looks like a hotel, and it will be occupied fairly soon. It is adjacent to another boarding house. He said he purchased his home in a single family neighborhood believing that it would remain a single family neighborhood.

#### 9. STUDY SESSION

##### A. Eastgate/I-90 Corridor Study Implementation



Chair Tebelius introduced Senior Planner Erika Conkling, the staff person working on implementation of the Eastgate/I-90 corridor study.

Ms. Conkling reminded the Commissioners that the Eastgate/I-90 study area covers the territory between I-405 and the Lakemont interchange and from south of I-90 to Bellevue College. Its primary focus, however, is the commercial, industrial and office areas on both sides of I-90. The project kicked off in 2010 under a set of principles adopted by the Council that were aimed at building on the many community assets in the corridor, including accessibility, visibility, job diversity, and the stable neighborhoods that surround the commercial area. The CAC worked very hard to form recommendations that ultimately were accepted by the Council in the spring of 2012. The Council in September 2013 authorized the implementation phase.

A number of technical reports addressing various issues were reviewed during the study, and nearly all of the major institutions along with residents and businesses participated. The comprehensive community outreach efforts followed both traditional and non-traditional formats.

Principal Planner Mike Bergstrom said he served as co-project manager for the Eastgate/I-90 study. Commissioner Hamlin was one of the co-chairs for the CAC that met monthly for a year and a half. The experience was positive overall and enjoyed great community support, primarily because it addressed shared community concerns and perceptions about the corridor. The current development pattern is suburban in character. Employers and employees alike complain of having to get in their cars and drive to run any errand at lunchtime because there are no services within a walkable distance. The study was predicated in part on the understanding that Bellevue will continue to grow. There is capacity in the downtown and in the Bel-Red corridor, and the study focused on what role the Eastgate/I-90 corridor should play in relation to those employment centers. There was agreement that there will need to be some reason for property owners to tear down buildings and redevelop them in ways that will be more to the community's liking, both in terms of building form and variety of uses.

The park and ride/transit center was viewed by the CAC as one of the corridor's main assets. It serves as the geographic center of the corridor, and the CAC agreed that it could become the activity center for the corridor as well. It is separated from single family areas, is readily accessible from I-90, and there are relatively large landholdings that can be leveraged. The vision adopted by the CAC included a transit-oriented development center in a node that includes the current park as well the area eastward to 148th Avenue SE. The group agreed redevelopment should be promoted by offering additional FAR, a range of uses, and in some areas additional height. The CAC also agreed the employment areas should be strengthened and that more mixed use is needed throughout the corridor.

The corridor in its current format is focused on commercial uses. The CAC concluded that residential uses in the corridor should be increased to activate the area beyond workday hours. The project boundaries were drawn as they were, however, to stay out of existing single family areas. There was agreement the existing retail uses should be protected. Additionally, there was consensus in favor of greening the corridor. The Mountains To Sound Greenway trail passes directly through the corridor and speaks to the need not only to have a green multipurpose trail but also a generally green concept in terms of building techniques and freeway interchanges. The need for increased connections to Bellevue College was high on the CAC's list of recommendations. The group also highlighted the need to protect sensitive environments in the corridor, most of which are located on the west end in the Richards Valley.

For the area near the old Sunset Village, the plan includes auto retail and office. There are a couple of large auto dealers in that location that are doing very well, and while they are unlikely to move in the near term, markets do change over time and so the backup plan is for a retail and office center. Further to the east along 156th Avenue SE the plan envisions adding retail services, possibly with some housing above, all with a pedestrian scale. In the I-90 office complex area the established office uses likely will continue, but a broader mix of uses there is in order along with increased access.

Mr. Bergstrom said the Eastgate/I-90 corridor has almost five million square feet of office and as such it is a significant employment center for the city. If no rezoning is effected, the area can be expected to grow by only a couple hundred thousand square feet of office, and there would be no more retail, housing, or motel uses. Under the plan, an additional 1.8 million square feet of office is projected to come online along with opportunities for additional retail and some 800 housing units. The growth in office likely would trigger additional interest in constructing hotel rooms.

While overall there will be an increased focus on walkability and non-motorized transportation, the study did also consider transportation options. Some capacity improvements were identified that could make the traffic flow better. Improvements planned for I-90, including the construction of auxiliary lanes on the edges for general purpose traffic to use during peak hours would have the effect of reducing the queues onto city arterials. The Mountains To Sound Greenway trail will figure highly in the corridor. The project developed a list of possible transportation improvements. The list was prioritized and many of the projects were included in the Transportation Facilities Plan during the recent update. The budget includes \$2 million for early implementation of transportation projects in the corridor.

Ms. Conkling said there are a number of issues in need of consideration as the implementation phase moves ahead. The height and FAR recommendations need to be tested to make sure that if implemented they will achieve the community's vision. There is also a need to go through the process of looking at the Comprehensive Plan designations and zoning to make sure it can be implemented consistent with the vision; that process may involve creating some new zoning categories specific to the Eastgate corridor, or making changes to some existing zoning categories. Increasing the development potential for sites in the corridor will increase the possible entitlements, and the city wants to make sure there will be public benefits reaped in return through an incentive system.

Commissioner Hamlin said the CAC was very clear about wanting to see increased height and FAR allowed in exchange for tangible community benefits through an incentive system. Ms. Conkling said details concerning an incentive system have not been worked out. Several different options will be brought before the Commission to look at.

Ms. Conkling said the process going forward will also look at how to incorporate sustainable design solutions into site planning and building design. Tying into the Mountains To Sound Greenway idea, one approach would be to look at solutions that are green in a technical sense but also which look green in terms of landscaping and which fit into the city in a park concept. Site planning in Richards Valley in particular will be important given the critical areas site constraints. Particular consideration will be given to how to direct a substantial portion of growth into the transit-oriented development centerpiece of the corridor.

Ms. Conkling said the Commission will first be asked to consider Comprehensive Plan amendments, the first set of which will be on the agenda early in 2014. The Commission will be asked to look at amending the subarea plans for Richards Valley, Factoria and Eastgate. A public meeting to talk about some of the policy alternatives will be conducted. The Commission will also be asked to look at various Land Use Code amendments; to consider amending existing zoning regulations; consider the creation of new zoning regulations; and review and amend as needed the design regulations. Many properties in the Eastgate/I-90 corridor currently have concomitant agreements that establish special development rules; it may be possible to address some of those agreements by integrating their provisions into the new zoning regulations.

Ms. Conkling said the Commission will be asked to consider a transfer of development rights (TDR) program that could, among other things, transfer development potential from outside the area to preserve lands along the greenway. Mr. Bergstrom said the TDR idea came up fairly late in the CAC process and as such is not well defined.

Commissioner Carlson asked what proportion of Bellevue's jobs are located in the Eastgate/I-90 corridor, and what proportion can be expected to be there in 25 years. Mr. Bergstrom said currently about 18 percent of the city's jobs are in the corridor. No projections were made regarding the number of jobs the corridor will house in the out years given the vitality of the downtown and Bel-Red corridor.

Chair Tebelius asked what the impetus is for moving ahead with making changes in the Eastgate/I-90 corridor given the growth potential that exists in the downtown and Bel-Red corridor. Mr. Bergstrom said the Eastgate/I-90 corridor represents a different market. There are always differences in taste for where employers want to locate; a lot of people want to be in the downtown, but not everyone does. The Eastgate/I-90 corridor is very attractive to a lot of businesses and employers because of its location and regional access.

Commissioner Carlson asked what the long-term vision is for the site owned by King County. Commissioner Hamlin said the CAC saw the site as having potential for office. Chair Tebelius added that the King County Humane Society has started a capital campaign aimed at staying where it is on that site.

Ms. Conkling said the Land Use Code amendments will be coming before the Commission in the latter half of 2014. It will be important to address the Comprehensive Plan amendments first, which will be integrated into the overall update to the Comprehensive Plan.

Commissioner Ferris asked if Bellevue College could build housing for students on its campus under the current zoning. Mr. Bergstrom said they can, adding that the city has no control over what uses they build on the campus.

Commissioner Laing said the comment made during Public Comment about there not being any weather protection at the park and ride is well taken. Mr. Bergstrom said the CAC looked at the 142nd Avenue SE bridge extensively. The conclusion reached was that it should be a pivotal part of the transit-oriented corridor with excellent weather protection, and with loading and unloading allowed right on the bridge.

## 5. APPROVAL OF AGENDA

A motion to approve the agenda was made by Commissioner Laing. The motion was seconded

by Commissioner Hilhorst and it carried unanimously.

**\*\*BREAK\*\***

#### 4. PUBLIC COMMENT

Mr. Marty Nizlek, 312 West Lake Sammamish Parkway, said the subject of the critical areas ordinance and the conforming amendments will have actual impacts on the lives of many who own shoreline properties. He said the Commission had previously directed him and Mr. Klinge to meet with staff on more than a dozen specific issues. That meeting took place during which the number of issues was reduced to only two relating to floodplains and potential conflicts between the critical areas ordinance and the Shoreline Master Program. The Commission in its process defined a mitigation line 50 feet from the shoreline. Several things have to happen where an expansion takes place beyond the line, including adherence to the greenscape provisions, the hardscape limits, and the 15 percent rule in the first ten feet. The floodplains issue ushers in several areas of concern, one where the flood line would be somewhere above the shoreline but short of the setback, one that steps over and could allow the dwelling to be in the floodplain, or some combination of the two. The staff analysis shows that some 60 percent of the shoreline properties would be impacted by having a floodplain line passing through them. The Shoreline Master Program rules the entire site, but the critical areas ordinance will regulate the floodplain area, creating a conflict regarding what property owners can do with their yards.

Mr. Charlie Klinge, 11100 NE 8th Street, agreed that the meeting with staff was productive. One issue of concern dealt with flood hazard restrictions on moorage and docks and the need to conform with the critical areas rules. The staff solution outlined on page 11 of the Commission packet uses footnotes to refer out to the shoreline rules and is acceptable to WSSA. There remain, however, conflicts between the greenscape and hardscape rules in the Shoreline Master Program and the greenscape and hardscape rules in the critical areas ordinance. The Shoreline Master Program includes a solution, but the critical areas ordinance does not. He called attention to the solutions outlined in the memo from WSSA.

Commissioner Laing referred to Amendment A in the WSSA memo and said his take on it is that someone with a property on which the flood hazard is within the 25-foot setback would be required to comply with the greenscape requirements, yet the city's code would prevent them from doing so because of the flood hazard regulations. Mr. Klinge said that is indeed the problem because of the critical area permits needed.

Commissioner Carlson asked how Mercer Island, Redmond and Sammamish deal with the same challenge. Mr. Klinge said Redmond, Sammamish and Issaquah allow houses to be built in the floodplain with appropriate mitigation and compensatory storage, which is also in Bellevue's critical areas ordinance. Anyone wanting to build a house in a floodplain should be required to get a critical area permit.

#### 9. STUDY SESSION

##### B. Shoreline Master Program Conformance Amendments

Land Use Director Carol Helland reminded the Commissioners that a decision needed to be reached with regard to the conformance amendments if a public hearing is to be held by the end of the year. December 11 is the last meeting date for which there is still time to publish public

notice. She noted that the Commission packet included a proposed consolidated amendment beginning on page 19.

Ms. Helland said the major objective of the conformance amendment is to remove the areas adjacent to the ordinary high water mark from the shoreline critical area in line with state law which states that shorelines cannot be critical areas just because they are shorelines. The conformance amendment strips out all references to the shoreline critical area which has been subsumed into Part 20.25E. The conformance amendment is also needed to ensure internal consistency with the new Part 20.25E, and to conform to the scope of the Shoreline Master Program update provided by the City Council. The consolidated draft ordinance shown as Attachment A in the packet includes the amendments to the general section of the Land Use Code, the critical areas overlay, and the light rail transit overlay cross references. Ms. Helland pointed out that Attachment A did not include any of the responses to the WSSA action items, but she noted that the staff memo beginning on page 10 of the packet did outline the action items as staff believes they should be addressed in the conformance amendment. If so directed by the Commission, the staff will incorporate the changes into the conformance amendment.

Ms. Helland said flood hazard areas are still critical areas. WSSA described what it called an area of conflict, but in reality the city has overlaying regulations everywhere. The shoreline update sent from the Commission to the Council described the conflict and acknowledged that it would occur. There is a conflict provision that anticipates there will be rubs between the shoreline code and the code covering traditional critical areas, which includes floodplains, slopes, wetlands, streams, aquaculture, and coal mine hazard areas. Where there are two layers of regulations overlapping, the most restrictive criteria must be met. The proposal by WSSA to revert entirely to the Shoreline Master Program would result in the loss of some of the performance criteria that apply to the floodplain without replacing them with some that is effectively equivalent, and that would create an equity issue between shoreline property owners and the balance of property owners citywide.

Commissioner Laing said there are some things that make the floodplain situation different. First is the fact that only shoreline property owners have the floodplain issue. Ms. Helland said that is not the case. There are some 485 properties in the shoreline jurisdiction on Lake Sammamish. Some of them have been short platted but are still in the shoreline jurisdiction and there might be a house on each plat, so the number of dwelling units in the shoreline jurisdiction is closer to 500. The graphics presented by WSSA is accurate with regard to the number of parcels but is not accurate with regard to the number of structures that are impacted by the floodplain. There are only 25 structures in the Lake Sammamish shoreline jurisdiction that intersect the floodplain.

Continuing, Ms. Helland said the city adopted its floodplain policy in 1978, and it was a zero rise policy. There are about 1000 parcels that intersect the floodplain citywide. Of that number, about one-fifth of them are located on Lake Sammamish; none are located on Lake Washington because of the way that lake is monitored. The fact is the issue only affects one-fifth of the stakeholders that benefit from the floodplain regulations citywide. The Council has made it clear that changing the critical areas ordinance through the Shoreline Master Program is not an objective of the Shoreline Master Program update. The critical areas ordinance is slated to be updated by about 2015 owing to a state mandate. A FEMA biological opinion update will be put in place once current litigation with FEMA over the floodplain rules is settled. Additionally, the proposed change would impact stakeholders citywide who have not been provided with notice or given the opportunity to comment. The issue as raised by WSSA is important but is not yet ripe

for action.

Commissioner Laing said under the proposal, the city will be telling shoreline property owners they will be precluded from doing the very mitigation other cities allow which are aimed at letting property owners use their properties within the floodplain. That in itself makes the shoreline floodplain rules different from the floodplain rules applicable citywide. It is accepted that properties with critical areas must jump through extra hoops, but what is unique about the shoreline floodplain critical area is that property owners will not be permitted to come up with an effective equivalent. Ms. Helland said the critical areas ordinance may allow prohibited activities with a critical area land use permit. The fact is, however, that steep slopes and floodplains are the only critical areas that allow development where the critical areas performance standards are met. On the ground that might mean planting native vegetation. One could not get there through the greenscape regulations, only through application of the critical area performance criteria.

Chair Tebelius said the rub lies in the fact that the compromise put together by the Commission regarding the buffer area was predicated on the understanding that all of the shorelines would apply, only to discover that it really applies to a minimal number because the floodplain areas are subject to the critical areas ordinance. Other jurisdictions, including Issaquah, Sammamish and Redmond, resolved the issue in the way indicated by Mr. Klinge. The inconsistency was not anticipated by the Commission in coming up with the compromise. The problem with the critical areas ordinance, even if mitigation is approved, is it will cost the property owner thousands of dollars to jump through all the hoops. Ms. Helland explained that Issaquah, Sammamish and Redmond do not have the same conflict because they imposed a 35-foot setback. Had Bellevue gone with a 35-foot setback as well, there would be no conflict.

Commissioner Ferris clarified that the compensatory replacement for building in the floodplain has to do with structures only. He noted that there is in fact quite a bit of consistency between Bellevue and other cities relative to structure development requirements in the floodplain. The greenscape compromise in Bellevue's proposed Shoreline Master Program is unique; no other city has taken that approach and every other city requires native vegetation against the shoreline. He also pointed out that evidence provided by Dallas Evans regarding the floodplain line on his property proved that the city's data was in fact inaccurate as it regarded his specific property. It must be believed that many other Lake Sammamish property owners could also be able to prove that the floodplain boundary as drawn is incorrect and should be changed, allowing them to solve to some degree the floodplain issue. He also reminded the Commission that throughout the Shoreline Master Program process staff consistently pointed out that the floodplain rules would conflict with the shoreline rules; that is in fact why the Commission raised the issue with the Council in the transmittal memo.

Commissioner Laing said he had no problem with the idea that properties with critical areas are going to have an increased level of protection and a need for mitigation. However, the idea that someone could do something outside the floodplain that would trigger the greenscape requirement, which then would trigger the floodplain regulation, is concerning. He said he also was concerned about making distinctions between different ways for putting a structure in the floodplain actions, in other words a tear down, expanding an existing structure, or building a new structure, because the impact is the same regardless. It is particularly troubling that the parks department can do development within the floodplain so long as they engage in compensatory actions. If at the end of the process only one house is in exactly the same position as before, something will not have gone as intended by the legislature.

Chair Tebelius commented that no matter what, property owners must achieve no net loss of ecological function or no permit will be issued. Ms. Helland said that would be true except for the presumption made that by meeting the residential development requirements no net loss is achieved.

Ms. Helland said staff fully understands the concerns. She pointed out that the frustrations lie with the critical area code, not the shorelines code. The structure referred to by Commissioner Laing is the structure that is applicable to all critical areas. The arbitrary line between a tear down, a new development and an existing development is in the use charts of the critical area code and apply to all critical areas citywide, not just those in the floodplain. Picking out the floodplain issue and saying it needs to be fixed would in fact be tampering with the entire critical areas regulatory structure. She said she did not disagree that the issue needs to be fixed, but she reiterated that the time to do so has not yet come. The parks development referenced as being permitted involves soft-surface trails that allow the public to get to the natural areas.

Answering a question asked by Commissioner Laing, Ms. Helland said if an existing structure located 60 feet back is expanded to the 49-foot mark triggering the greenscape requirement, it will also trigger the floodplain regulations. Ms. Helland said in the context of applying the floodplain regulations the most likely outcome would be a requirement for the greenscape to be native vegetation. The property owner would not be prevented from achieving the mitigation, but there would be a requirement for the floodplain performance standards to be met as well. That is in fact the source of the litigation over the FEMA rules. The use and activity chart in the critical areas ordinance is overly complex and not terribly intuitive, but in the end structures are not a permitted use in the floodplain. In order to be permitted, property owners must go through the critical areas reasonable use exception. The rationale for permitting existing structures to expand into critical area buffers is that a house once built cannot easily be moved, so allowance is given for additions in areas where the function of the house demands that that be where the addition be located. A tear down and/or new development brings with it the optimal opportunity to look at the structure from the perspective of the site; in those cases engineering can keep a structure from avoiding the floodplain altogether.

Commissioner Hamlin asked if it is always the case that where there are overlapping regulations that both must be adhered to. Ms. Helland said the basic rule is that in such cases the most protective regulations apply. That approach applies in all instances. Commissioner Hamlin asked if the city has ever been able to say one layer will apply and the other will not. Ms. Helland said that has happened in the downtown where the determination was made that the critical areas regulations would not apply.

Chair Tebelius urged the Commission to err on the side of caution by putting in the last two WSSA suggestions, conducting the public hearing, and then possibly pulling them back out. Commissioner Hamlin said there are complications with that approach, including the possibility of running into other issues. Ms. Helland said the bigger issue is protecting the sanctity of the process. She reiterated that there has been no notification to all floodplain and critical areas stakeholders; the approach could create an equity issue, and there could be SEPA concerns as well given that an EIS was conducted on the critical areas ordinance and making substantive changes to the code requires an additional EIS.

A motion to recommend the inclusion of the conformance amendments including the changes that have been agreed to by WSSA and the staff and which were outlined in the packet on pages

10 through 15 was made by Commissioner Hamlin. The motion was seconded by Commissioner Ferris and it carried unanimously.

No motion was brought to the floor regarding the two issues around which there had been no agreement between staff and WSSA.

Mr. Inghram said a public hearing on the conformance amendments would be noticed for December 11.

### C. Comprehensive Plan Update

Mr. Inghram reminded the Commissioners about and urged them to attend the joint boards and commissions forum regarding environmental issues that is scheduled for November 19.

Mr. Inghram also called attention to page 93 in the packet and the draft Comprehensive Plan update schedule. He noted that based on the reviews and comments that have occurred to date, some types of updates to the Land Use Element are anticipated. The growth pattern and strategy policies need to be updated to clarify the intent to have future growth focused on the downtown and the mixed use growth centers. The update also needs to reflect the adopted growth targets and needs to be consistent with the city's most recent review of buildable lands. With regard to the downtown section of the Land Use Element, the update will need to include the issues that will come out of the Downtown Livability Initiative, and include a recognition of the significant regional position the downtown holds as the economic, housing and retail center of the Eastside.

Chair Tebelius asked if the Commission will be free to review the downtown issues independent of the Downtown Livability Initiative CAC process. Mr. Inghram said as the CAC process winds down staff will check in with the Council to see what direction they want to take.

With regard to the growth centers, Mr. Inghram said the update will need to recognize the planning efforts that have been undertaken since the last Comprehensive Plan update, and provide appropriate direction for future planning efforts. There should also be some clarity regarding the hierarchy of the centers. The update should include a focus on increasing support for the neighborhood centers and identifying new ways of providing local community gathering opportunities.

The city already has solid policies that talk about protecting residential areas. The policies need to be reviewed, however, to see if any minor tweaks are warranted. In addressing housing issues, a line will need to be drawn between what are true housing issues and what are actually land use issues. The Commission may also want to look at some of the multifamily zones and how they are treated from a density and use perspective.

A motion to extend the meeting time by ten minutes was made by Commissioner Ferris. The motion was seconded by Commissioner Carlson and it carried unanimously.

Commissioner Ferris pointed out that in the downtown and Bel-Red corridor density is defined as a function of FAR, bulk and scale. In all other multifamily zones the calculation is based on units per acre. He suggested the units per acre is an old suburban model that is forcing developers to build larger and more expensive units even in the face of the fact that families are getting smaller.



Answering a question asked by Commissioner Hamlin, Mr. Inghram said any changes proposed to the neighborhood boundary maps will necessarily proceed as a part of the Comprehensive Plan update. However, even if approved, the boundary changes would not take effect until the individual subarea plans are updated.

6. COMMUNICATIONS FROM CITY COUNCIL, COMMUNITY COUNCIL, BOARDS AND COMMISSIONS

Ms. Helland reported that the Council at its meeting on November 12 discussed the Commission's work program recommendations. They acknowledged that the Commission's plate is currently full with very large issues and agreed to take up the issue again after their retreat.

7. COMMITTEE REPORTS - None

8. STAFF REPORTS - None

10. OTHER BUSINESS - None

11. PUBLIC COMMENT

Mr. Marty Nizlek, 312 West Lake Sammamish Parkway, addressed the issue of notification of the forthcoming public hearing for the conformance amendments. He said there should be something more than there was for the critical areas process. It should include a mailing outlining exactly what the hearing will cover.

12. NEXT PLANNING COMMISSION MEETING

A. December 11, 2013

13. ADJOURN

A motion to adjourn was made by Commissioner Hilhorst. The motion was seconded by Commissioner Hamlin and it carried unanimously.

Chair Tebelius adjourned the meeting at 10:38 p.m.

CITY OF BELLEVUE  
BELLEVUE PLANNING COMMISSION  
MEETING MINUTES

December 11, 2013  
6:30 p.m.

Bellevue City Hall  
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Chair Tebelius, Commissioners Carlson, Ferris, Hamlin, Hilhorst, Laing

COMMISSIONERS ABSENT: None

STAFF PRESENT: Paul Inghram, Janet Lewine, Department of Planning and Community Development; Carol Helland, Mike Bergstrom, Department of Development Services; Camron Parker, Emily Leslie, Department of Parks and Community Services

GUEST SPEAKERS: Jon Talton, *Seattle Times*; Greg Johnson, Wright Runstad

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:35 p.m. by Chair Tebelius who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present.

3. SPEAKERS EVENT - Economic Growth & Development

Chair Tebelius welcomed Jon Talton, economics columnist for the *Seattle Times*.

Mr. Talton commented that Bellevue has created a success story within a success story. Metropolitan Seattle is one of the most successful metro areas in the country and one of the most prosperous places on the planet, and within its sphere Bellevue has risen to become an amazing community in its own right with much to be proud of.

The area is facing unprecedented competition for the very reason that every place in the world wants what Seattle and Bellevue have. The next 30 years will not be a repeat of the past 30 years for a host of different reasons.

Mr. Talton cautioned against letting growth be Bellevue's god. Population growth is not as important as growth in the number of patents Bellevue companies hold, growth in venture capital, growth in the ratio of PhD's per capita, and growth in the number of people completing high school and going on to higher education. Population growth brings with it heavy carrying costs. Bellevue and the region are competing for talents and capital, assets that are mobile and can go anywhere; the competition is worldwide, not just nationwide. There is a natural competition between downtown Bellevue and downtown Seattle, and between Bellevue and

other Eastside cities, that is to some degree unavoidable, but unless the entire metro pie keeps growing, no one jurisdiction will prosper; metro cannibalism should be avoided and thinking regionally is healthy.

Quality urbanism should be embraced. Sprawl is costly. During the recent recession sprawl cities did poorly, and for a host of reasons it will continue to do poorly into the future. Bellevue is a good size and there are a host of ways Bellevue can become urban in a good way that will enhance the city's competitiveness. Bellevue should seek to be many flavors and offer many things, including variety in architecture. Good civic design was lost in the 60s and 70s and it is just beginning to return with things like walkable districts and fine-grained human-scale streetscapes. Careful attention should be given to best practices nationwide in planning and development but in economic development as well, and the practices should be adopted to fit the specific needs of Bellevue. Tolerance and openness are economic values too. They tend to attract the creative class.

Bellevue should prepare itself for further economic disruptions. For a host of reasons there will be economic ups and downs in the future that cannot be controlled. The coming years will not be like the last half of the 20th Century.

Mr. Talton urged the city to think beyond office parks. Innovation districts are a hot new trend, one that is unlikely to be temporary. Innovation districts bring people together in an atmosphere of creative friction, the free sharing of ideas, and collaboration. There is no reason to deny that Bellevue in ten years will be even more prosperous and moved on to the next level, but it is not something that can be taken for granted. Light rail will be a great friend to the city; if anything the city should be pushing harder to get it sooner. Those who drive can already get to the city. What is needed is seamless connectivity and a variety of choices.

Commissioner Laing suggested that the lack of architectural creativity in Seattle is evidence of code restrictions that are in place there. He said Bellevue is looking at issues such as design review to avoid that trap. Mr. Talton said there must be a balance between providing incentives for developers and making them feel wanted. Livability is important, but so is making it easy for developers to bring projects online. Mandating architectural variety can backfire, however. The City Beautiful movement that began in the early part of the 20th Century prior to the Great Depression still has much to teach the modern age.

Commissioner Hamlin asked for comment on the idea of developing the Bel-Red corridor as proposed and allowing for competition with the downtown and other activity areas within the city. Mr. Talton said the Bel-Red corridor represents a once-in-a-lifetime opportunity to do something amazing. Having a dense downtown is a good thing, but choices need to be made about the densities throughout the corridor to keep the area in balance with the downtown.

Commissioner Carlson commented that density is something a lot of urban planners have fallen in love with. In some parts of Seattle, the urban village approach appears to be working pretty well, but in other places it seems forced and out of place. Mr. Talton said Seattle has been pushing density without having the infrastructure necessary to support density. Paris has high quality density, and in the right setting that is what should be aimed for by Bellevue. Density must be looked at in an organic fashion in terms of transportation options and human-scale design.

Chair Tebelius read a question from someone in the audience wanting to know if the Seattle-

Bellevue metro area still has the ability to generate startups like Microsoft and Amazon. Mr. Talton said the metro area is seen as one of the best startup places in the world. The problem is that lately the startups that have come online have tended to stay small or have been bought out. The area cannot, however, just count on what it already has.

Chair Tebelius introduced Greg Johnson, president of Wright Runstad Company.

Mr. Johnson said Wright Runstad has been in the development business for the past 42 years and during that time has developed 16 million square feet, much of it in Bellevue. The current focus for the company is the Spring District, the largest single project ever taken on.

Wright Runstad purchased the 36-acre Safeway property in Bel-Red in 2007, and the city adopted the zoning code for the Bel-Red corridor in 2009 that closely mirrored the proposal made by the citizen advisory committee. Light rail was at the time reputed to be coming to the area and the Council wanted to influence where the infrastructure would be placed. The code was in fact adopted before the station locations were determined. Even without light rail, there are many factors that make the Spring District site a good real estate investment given that it is in a path of growth between the downtown and employment centers to the east, including Microsoft.

The spring district is a designated transit node in the code. It has a maximum FAR of 4.0 and height limits of up to 150 feet. Its large size qualified the site for catalyst treatment in the code. Wright Runstad will be developing over \$50 million of infrastructure that will eventually get turned over to the public. A development agreement involving a master plan was negotiated and put in place shortly after the zoning was approved. Significant public open spaces will be constructed as part of the project. The incentive zoning approach requires purchasing FAR from the city at a significant cost. While the recession slowed things somewhat, a master plan was finally approved in 2012. Administrative design review has been completed for two office buildings and an application is in for the multifamily portion.

Mr. Johnson said light rail is not expected to begin operations in the Bel-Red corridor until 2023. Accordingly the master plan includes a phasing plan and identifies how much infrastructure is to be built in each phase. The development of office space involves accommodating other people's businesses. The built environment people work in has become one of the things that differentiates companies, so companies wanting to attract talent must provide engaging work, competitive salaries, and office and neighborhood environments that are engaging and creative; that has become the underlying principle in designing the Spring District. Sustainability is another underlying principle.

Answering a question asked by Commissioner Carlson regarding mobility options, Mr. Johnson said the focus is on allowing for choices. A person may not ride their bike to work every day but they should know that they can and could be comfortable doing it; the same is true for walking or taking the bus. The hope is that those using single-occupant vehicles will be in the 25 to 40 percent range on any given day.

Mr. Talton pointed out that Seattle has seen one of the largest declines in the use of single-occupancy auto travel of any metro area in the country. Mr. Johnson said employers and bankers alike are calling out the need for a big bike room in every apartment building as a must-have amenity.

Mr. Johnson shared with the Commissioners a video orienting the Spring District site within the region, and schematic drawings showing what the development will look like. He noted that a different architect will be hired for every building to avoid creating a faux village. Bellevue has a wonderful mix of distinct neighborhoods. The Spring District will represent a unique choice.

Commissioner Laing asked if there is any need to hang onto light industrial uses and land in the city. Mr. Johnson said the choice in the Bel-Red corridor was made with the zoning change and was predicated on the infrastructure investments that are to be made by the region in the form of light rail. Certainly light industrial uses existing in the area should be allowed to remain as they are for as long as they want, but the corridor will not continue to serve its old function into the future. Mr. Talton added that large distribution centers are needed by the regional economy, and such facilities need to be logically sited.

Answering a question asked by Commissioner Hamlin, Mr. Johnson said the feeling being sought by the Spring District is distinctly urban, though without tall buildings. Entrances facing the neighborhoods will be designed to be open and inviting, however, as a sort of transition.

Chair Tebelius observed that the Growth Management Act limits the boundaries of every jurisdiction in the state. She asked if down the road the Act will result in everyone living in a highrise building and Bellevue looking more like New York. Mr. Talton urged caution about getting into binary choices. One of the wonderful things about Washington state is that its residents can still feed themselves, something that will continue to be important in the future. Sensible growth planning is and will continue to be absolutely necessary. Density can be done well or it can be done very poorly.

Chair Tebelius thanked Mr. Talton and Mr. Johnson for their time and insights.

**\*\*BREAK\*\***

#### 4. APPROVAL OF AGENDA

There was agreement to amend the agenda to move items 6, 7 and 8 to follow item 10.

A motion to approve the agenda as amended was made by Commissioner Carlson. The motion was seconded by Commissioner Hamlin and it carried unanimously.

#### 5. PUBLIC COMMENT

Mr. Steve Kasner, 1015 145th Place SE, referred to the proposed new subarea boundaries and said people should be included in the neighborhood area that they identify with. Phantom Lake has said it would prefer to be with Lake Sammamish rather than Lake Hills, and that makes sense. There is a little bit of Bel-Red that could either be in Crossroads or Northeast Bellevue, but it does not belong in Bel-Red. In working on the various subarea plans, the Commission should strive to make sure contiguous areas do not have wildly different plans.

#### 9. PUBLIC HEARING

##### A. Shoreline Master Program Conformance Amendments

A motion to open the public hearing was made by Commissioner Laing. The motion was

seconded by Commissioner Hilhorst and it carried unanimously.

Principal Planner Mike Bergstrom briefly reviewed the steps taken to date to develop the conformance amendments. He explained that the amendments do not represent changes to the Shoreline Master Program or the Shoreline Overlay District, rather they are amendments to other parts of the Land Use Code to make sure that the code in its entirety contains no conflicts. The proposed amendments are predicated on the Shoreline Master Program as drafted by the Planning Commission; in the event the City Council makes changes to the Shoreline Master Program, additional conformance amendments may be necessitated.

At the courtesy public hearing for the East Bellevue Community Council, the group asked about the status of the Shoreline Master Program review and future steps, and asked for a briefing on the shoreline overlay as recommended by the Planning Commission. Phantom Lake residents were present and expressed concerns about the water quantity and quality of Phantom Lake.

Land Use Director Carol Helland said the Council will hold study sessions beginning in 2014 on both the shoreline overlay and the conformance amendments. The East Bellevue Community Council has approval/disapproval jurisdiction over the ordinances. Once approved by the city, the ordinances will be forwarded to the Department of Ecology for review and approval. Ms. Helland said there was no intention to have the conversation be about amending the substantive provisions of the critical areas overlay, including floodplain issues. The Council has said it will review the critical areas code as required to be updated by the state in the next couple of years. There is also some outstanding litigation the Council would like to see resolved before the update work is undertaken. The Shoreline Master Program process was not intended for the purpose of making changes to the critical area code. Stakeholders that would need to be engaged have not been notified, and the environmental review under SEPA has not included any analysis of any substantive critical area ordinance changes beyond those necessary to conform with the recommended shoreline overlay.

Mr. Daniel Himebaugh, 181 112th Avenue Northwest, Puyallup, said two suggestions that will make the Shoreline Master Program more effective were made to the Commission at its last study session. The suggestions relate to the regulations that will control landscaping and the expansion and remodel of single family homes in shoreline areas where there are also flood hazard areas present. The suggestions do nothing more than clarify that where there are flood hazard areas in a shoreline jurisdiction the regulations under the Shoreline Master Program should control the landscaping and expansion and remodel activities. Neither suggestion is a substantive change to the critical areas ordinance. The Commission should strongly consider adding those suggestions to the conformance amendments. The handbook provided to local governments by the Department of Ecology says once a Shoreline Master Program is updated it will supersede the critical areas ordinance. There Shoreline Master Program should be the controlling regulations on the shoreline even where there is a critical area involved, such as a flood hazard area.

Ms. Anita Skoog-Neil, 9302 SE Shoreland Drive, spoke on behalf of the Washington Sensible Shorelines Association (WSSA) in asking the Commission to recommend to the Council adoption of an interim ordinance to address the interim existing conflict between the old Shoreline Master Program and the 2006 critical areas ordinance. It may take most of 2014 for the city to adopt the proposed Shoreline Master Program, and the Department of Ecology is taking up to two years to complete their reviews. That could mean the Shoreline Master Program update will not go into effect until 2016 or later. In the meantime shoreline owners will

be faced with two conflicting sets of regulations. In 2010 the legislature adopted EHB1653 to address the controversy regarding whether critical areas ordinance's adopted after 2003 would apply in the shoreline areas, or if only old Shoreline Master Program's would apply in shoreline areas while waiting for an updated Shoreline Master Program. The bill is specific in stating that a use or structure is considered conforming and may be redeveloped or modified according to two requirements: the project is consistent with the current Shoreline Master Program, and the project demonstrates no net loss. Where those conditions are met, the old critical areas ordinance regulations do not apply. Bellevue's critical areas ordinance was adopted in 2006, but not as an amendment to the old Shoreline Master Program and it was not approved by the Department of Ecology. Accordingly, redevelopment and modification must comply with the existing Shoreline Master Program. Bellevue's shorelines are highly developed so it should not be difficult to meet the no net loss standard. Other jurisdictions have followed the law without implementing regulations of the sort suggested. The Council should adopt an interim ordinance implementing EHB 1653 by simply adopting the language in the statute.

Ms. Joanna Buhler, 4129 185th Place SE, Issaquah, spoke on behalf of Save Lake Sammamish. She noted that the letter sent to the Commission by the attorney for the organization details the legal issues concerning the critical areas ordinance and the Shoreline Master Program and the order in which they can be adopted. The Shoreline Master Program is required to provide a level of protection of critical areas at least equal to that provided by the adopted critical areas ordinance. Under the proposed Shoreline Master Program, the restrictions are slightly more restrictive. The proposed Shoreline Master Program is a draft only and will have no legal effect until adopted by the Council and approved by the Department of Ecology. Changing the critical areas ordinance to conform to an unapproved proposal would not be in conformance with the regulations. There are some very good reasons for not allowing development in flood plains, including safety, preventing property damage, and protecting water quality and other natural resources. Lake Sammamish has suffered high water levels in recent years and conditions are likely to get worse with warmer, wetter winter weather as well as the huge amount of new impervious surfaces draining water into the lake. People who build in designated flood plains will be hurt as a result. There should be no weakening of the flood plain regulations. An interim ordinance is not needed.

Ms. Erica Tiliacos, 18707 SE Newport Way, Issaquah, spoke on behalf of Friends of Pine Lake. She noted that WSSA has testified that the Bellevue critical areas ordinance is more onerous than what other jurisdictions have. They have also said critical areas ordinances should not be applied to the shoreline because of the court ruling that concluded shorelines are not critical areas by virtue of being a shoreline. There are, however, critical areas within the shoreline. The critical areas ordinance regulates wetlands, streams, habitat and other critical areas in the shoreline area. The city of Sammamish has had its Shoreline Master Program adopted with the inclusion of its critical areas ordinance that was adopted in 2005; it is more protective of the shoreline and requires a lot of native vegetation for impacts. Their 45-foot buffer can be reduced to 20 if a full menu of mitigations is followed, with the harder ones employed first, including the removal of bulkheads. Impervious surface area is limited to 50 percent in shoreline residential zones and 45 percent in the urban conservancy zone. Sammamish allows for some intrusion into flood plains provided there is a strict demonstration of need, and then only to the minimum necessary and only with compensatory storage and extensive revegetation. The Sammamish Shoreline Master Program recognizes that any development will risk an environmental impact, but also recognizes that through the revegetation and mitigation sequencing the immediate impact can be minimized and the long-term impacts will not be permanent. Regulating the shoreline includes restoring environmental functions where possible.

Mr. Norm Bollenger, 16226 SE 24th Street, said he is a Phantom Lake resident. He said the amendments under consideration should be opened to more in-depth public comment and understanding, and the critical areas ordinance requirements in the Shoreline Master Program should not be included. The process has not been open and transparent to Phantom Lake residents. The materials presented to the Commission in support of the proposed conformance amendments is confusing to the lay person. It appears that the requirements and restrictions in the critical areas overlay are being integrated into the Shoreline Master Program. That will have significant implications with respect to Phantom Lake. It appears the city is continuing to restrict further development on Phantom Lake; the few properties not yet developed may be prevented from developing or at the very least severely restricted. It appears the city is pushing Phantom Lake into becoming a wetland and detention pond.

Mr. Jim Mackey, 1408 West Lake Sammamish Parkway SE, said the critical areas ordinance overly amendment put in several years ago was largely without notice to residents. For many years shoreline property owners have been working to see created a Shoreline Master Program that is workable. Complying with the critical areas ordinance has over the years cost many shoreline property owners thousands of dollars seeking permits for simple projects. The challenge of having multiple processes is something the city should avoid. Clearly the Commission has worked hard to simplify the Shoreline Master Program, and it should hold the line and not include the critical areas document as recommended by the WSSA.

Mr. Brian Parks, 16011 SE 116th Street, spoke as president of the Phantom Lake Homeowners Association. He voiced support for the recommendations of WSSA. Over the past four years, the efforts put in by Phantom Lake homeowners have had no effect on the Shoreline Master Program put in place by city staff. The 1977 master drainage plan specifies Phantom Lake for detention via a control structure weir; the 1984 detention site weir design memo states the same. The weir was installed in 1990 under the cover of a water quality improvement. Recently, a city utility employee indicated that the 1990 weir and other efforts made no significant water quality improvements. The Phantom Lake/Larson Lake basin study newsletter from August 1988 stated that the outlet control structure would not affect the flooding level around the lake. Flooding, however, was inevitable given the high initial weir design in relation to the surrounding property elevations. Don Miles, an engineer residing on Phantom Lake at the time, prophetically stated that both the ordinary high water mark and wetlands would increase. Utilities refutes the claims that the lake has raised, though they cannot seem to provide any annual data pre-1980; their data drops off abruptly in 1990 when the weir and berm was put in. Long-term lake residents all agree that lake levels increased after 1990. FEMA's base flood elevation is twice the historic record lake level, yet one property owner cannot rebuild in place because part of a deck barely clips the FEMA FIRM line of NAVD 265 feet. The current lake level is NAVD 261 feet and reaching the FIRM line would put the Walmart parking lot on 148th Avenue SE ten feet under water. The restoration plan fails to include hardly any of the suggestions from residents on any of the three lakes.

Answering a question asked by Chair Tebelius, Mr. Parks suggested the Commission should send to the Council a separate letter indicating that the Commission did not add provisions relating to Phantom Lake to the Shoreline Master Program.

Ms. Eileen Stahl, 21533 SE 28th Lane, Sammamish, said her city recently finished its Shoreline Master Program and critical areas ordinance updates. It was very frustrating to see the waterfront homeowners dominate and take over the process. The larger public was not



represented, nor was the health of Lake Sammamish. The same has happened in Bellevue and the larger public interest is not being addressed. WSSA now wants protections provided by the critical areas ordinance removed from shoreline and flood plain areas. Shorelines are not automatically critical areas, but where a critical area does exist in the shoreline jurisdiction the critical areas ordinance applies, and the more restrictive regulations are needed to help maintain the health of the lake. The only ones who would benefit from seeing the protections removed are the homeowners who want to sell or redevelop. Lake Sammamish belongs to all the people of the state and should be protected for the benefit of all.

Mr. Elliot Severson, 1600 West Lake Sammamish Parkway NE, voiced support for the work already done by the Commission. He urged the Commission to complete the work by making it effective. Without the amendments put forth by WSSA, a lot of work could go down the drain. In Bellevue, a piling does not affect the flood level, so building a dock does not count. He said his house has a five-inch section in the flood plain, and that has prevented him from building or providing compensatory storage because of new construction. The city would approve, however, cantilevering the entire house over the flood plain. Without the proposed amendment, the flood plain will be used as a way to stop what everyone has worked through in the shoreline plan.

Mr. Dallas Evans, 2254 West Lake Sammamish Parkway, said as things stand, because he has a shoreline property that is in a critical area, he must spend up to \$10,000 to do an environmental impact statement to make any changes to his house. The same amount of money could be used to plant a large number of trees along the Sammamish River to create shade for the benefit of the fish. If the property were to flood, water left on the property could be considered to be a wetland. The critical area issue needs to be reconsidered. Some properties have steep slopes or creeks or rivers, and they should be critical areas, but to put the shoreline in the mix and cause a lot of extra money to be spent on what amounts to nothing makes no sense. With regard to bulkheads, he noted that less than a quarter of the properties on the Bellevue side of Lake Sammamish have sandy beaches because of the wave action they receive, especially in the winter months. Bulkhead removal is not the answer. The lake level has in fact fallen in large part to WSSA and others working to get the weir cleaned out. Bear Creek, which runs into a lower part of the weir, likely does put some hydraulic backwater pressure on the weir, but the creek is not stopping the water coming out of Lake Sammamish; the problem is a clogged weir.

Mr. Merwin Hannaburg, a Phantom Lake resident, said 27 years ago city staff promised to maintain the level of the lake to preclude shoreline flooding. The city installed a flood weir gate and constructed a berm on the northwest side of the lake and allowed Ponds A and B on the south side of the lake to instead become water treatment channels. The measures have created flood events which during wet seasons have inundated one-third of his lakefront property with water up to two feet deep, causing shoreline trees to die and willows to flourish in a tangled mess. Runoff from SE 24th Street and the intervening properties cascades through his property into a holding pond and drainage ditches which stand full of water most of the time. The proposed deletion of platforms at the ends of floating docks is troubling in that the use of floating docks would be severely limited. Making improvements to existing properties under the requirements of the city to create or increase wetlands seem superfluous when most Phantom Lake properties already have large wetland areas.

Ms. Carman McDermott, 4024 West Lake Sammamish Parkway SE, voiced concern about the efforts to weaken the critical areas ordinance for shorelines. It is extremely important for waterfront properties to be managed in a way that will preserve the environmental health of the lake. Healthy water quality for recreational and environmental purposes will maintain property

values. No reduction in construction setbacks should be allowed. The requirement for native plant buffers is important for the ecological health of the lake. WSSA does not represent the views of all lakeshore property owners relative to the management of critical areas. No interim ordinance should be approved. She said a remodel of her backyard using a design from The Watershed Company included native plant gardens has resulted in an increase in the amount of wildlife present in the yard and has reduced the need for watering or for using pesticides and fertilizers. No changes to the critical areas ordinance should be adopted before the Shoreline Master Program is finally approved. The issues facing Phantom Lake are very different from those facing Lake Sammamish and as such it should be treated as a completely separate entity in terms of regulations.

Ms. Cheryl Eberting, 1845 164th Avenue SE, said she has lived in her home on Phantom Lake since 1964 and has seen a steady increase in the lake level since that time. She said her home is located 30 feet from the water and the current regulations are making it very difficult to remodel the home. She said she also owns three lots that have become worthless because of the regulation stating that homes must be set back 110 feet from the ordinary high water mark.

Mr. Chris Stanton, 2668 West Lake Sammamish Parkway SE, said many do not fully understand the mischief the critical areas ordinance can create. He said he took out 50 tons of concrete impervious surface from his property with the intention of replacing it with pervious grass. It cost \$15,000 in permit fees and designer costs. None of that experience should have been necessary.

Ms. Lori Lyford, 9529 Lake Washington Boulevard, spoke on behalf of WSSA. She pointed out that WAC 365.191.130 relative to fish and wildlife conservation areas is specific in stating that efforts to increase such areas should occur within the species' natural geographic areas so that habitat will be sufficient to support viable populations not creating isolated subpopulations. Violating the code will endanger people's lives, pets and properties by encouraging wildlife in areas where people live. WSSA believes that in developing the greenscape conservation component of the draft Shoreline Master Program the Commission will achieve the proper balance between wildlife, humans and urban vegetation.

Mr. Scott Sheffield, 2220 West Lake Sammamish Parkway SE, spoke as a member of WSSA, an organization that is seeking sensible shoreline solutions. He voiced his support for amendments A and B. The Department of Ecology handbook says critical areas can be modified to be specific for the shorelines. Standards proposed should control when there is a conflict with the critical areas within the shorelines, and amendments A and B clarify the code and should be read that way. The Shoreline Master Program trumps the critical areas ordinance when dealing with critical areas in the shoreline.

A motion to close the public hearing was made by Commissioner Carlson. The motion was seconded by Commissioner Laing and it carried unanimously.

## 10. STUDY SESSION

### A. Shoreline Master Program Conformance Amendments

Land Use Director Carol Helland said it is not the intention of staff to ask the Council to adopt the conformance amendments in such a way that would create a gap in the Shoreline Master Program. The conformance amendments cannot become effective before the Shoreline Master

Program is approved by the Department of Ecology. The Department of Ecology wants to see both the Shoreline Master Program and the conformance amendments because it has jurisdiction over at least the wetland provisions of the critical areas ordinance. They also look to ensure that the critical areas provisions are at least as protective in the shoreline jurisdiction as they are elsewhere in the city, thus they need the conformance amendments to understand what is being removed from the critical areas ordinance. The effective dates of the Shoreline Master Program and the conformance amendments must coincide.

Answering a question asked by Commissioner Laing regarding section 20.50.016D, Mr. Bergstrom said the draft Shoreline Master Program includes a definition of shoreline development. Staff initially held the view that that definition should be expanded to fit the rest of the city. However, the conclusion reached was that approach is probably not possible. There will, accordingly, be two definitions. The citation in 20.50.016D will refer to the correct reference.

Commissioner Laing suggested that the comments made during the public hearing led him to believe the city has failed to explain well exactly what is being proposed by the conformance amendments. All that is being done is exactly what state law says, which is that with the new Shoreline Master Program updates, the shorelines themselves can no longer be regulated as critical areas. However, critical areas within the shorelines are still to be regulated as critical areas. No substantive changes are being proposed to the critical areas ordinance. What is being taken away is the labeling of shorelines in and of themselves as critical areas.

Commissioner Laing said one of the things jurisdictions are supposed to do in adopting shoreline regulations, according to the state legislature, is to make sure they are tailored to local circumstances. Arguments have been made throughout the process about what regulations are in place in other jurisdictions, but the fact is circumstances in Bellevue are different. The draft Shoreline Master Program has been neatly tailored to Bellevue's unique circumstances.

Commissioner Laing said Amendments A and B along with the request to incorporate the language from EHB 1653 have been proposed to be considered for forwarding to the Council. The letter received from Ms. Buehler on behalf of Save Lake Sammamish lays out the issues very well. In the end, however, what it really comes down to is no net loss of ecological functions. WSSA claims the city is drawing an arbitrary distinction between constructing a new home and expanding or remodeling an existing home. The argument has been made that the approach would keep development from moving toward the water and encroaching on the views of the neighbors. While that might be good for neighbors, it is not a proper basis for an environmental regulation for flood plains. The flood plain regulations should not be used to draw a wholly arbitrary line of distinction when the bottom line is meeting the no net loss standard. Commissioner Laing said he could not come up with a scenario in which meeting the Shoreline Master Program no net loss standard would involve noncompliance with the critical areas ordinance. It is a lawful use of the police power to try to mitigate impacts, but not to require restoration or the conferring of a benefit. If required in the calculus to exceed no net loss and meet an actual net gain, the regulations have gone too far. He voiced support for Amendments A and B to avoid using the critical areas ordinance, and specifically the flood plain regulations, to keep many shoreline property owners in exactly the same situation they were in under the 2006 critical areas ordinance.

With regard to EHB 1653, Commissioner Laing noted that the Department of Ecology extols the bill as a win for environmentalists. The bill is touted as an optional route forward for

redeveloping and modifying uses and structures within buffers. At a minimum the Commission should send to the Council a recommendation to look at what it would take to implement that portion of EHB 1653.

Commissioner Hamlin pointed out that both amendments seek changes to the critical areas ordinance, and changing the critical areas ordinance is out of the scope of what the Commission has been directed to do. Changing the critical areas ordinance would impact many different areas of the city in ways the Commission has not even considered. He said for those reasons he did not favor Amendments A and B.

Commissioner Ferris noted that the Shoreline Master Program update process kicked off not long after the Council had adopted the critical areas ordinance. One of the principles handed down was to honor the work that was done on the critical areas ordinance and not take it on again. The Council is now on record as saying they want to see the critical areas ordinance reviewed again in the not-too-distant future. For the Commission to jump in and seek to piecemeal the critical areas ordinance update would not be right. If the Council wants to approve an interim ordinance, they are free to do so.

Commissioner Carlson asked if the critical areas ordinance could be applied in a way that will adversely affect the hard work done to update the Shoreline Master Program. Commissioner Ferris said during the process it was made generally clear that there are areas in the shoreline jurisdiction that are also in flood zones, and that in those cases the flood zone regulations would govern. Having the flood plain serve as a governor over where one can build is in fact logical.

Chair Tebelius suggested that former Commissioner Daniel Himebaugh's argument in favor of Amendments A and B, that neither represents a substantive change to the critical areas ordinance, was persuasive. She agreed that both simply clarify the critical areas ordinance and will not actually change the ordinance. She noted the arguments favoring the approach used in Sammamish but pointed out that their shoreline is different and in fact has spawning grounds for salmon, something the Bellevue side does not have. The legal standard of no net loss clearly does not include restoring ecological functions. State law is clear that the critical areas ordinance does not apply to the shoreline; that is the very reason for having the Shoreline Management Act. The critical areas ordinance should not be weakened by approving Amendments A and B.

Chair Tebelius added that the waters of Lake Sammamish and Lake Washington are cleaner now than they were 30 years ago primarily because sewer lines have replaced septic systems and sewage is no longer being allowed to flow into the lakes. Additionally, she agreed that flooding on Lake Sammamish has been reduced as a result of clearing the debris and vegetation from the weir.

Ms. Helland said the time is not ripe for considering Amendments A and B. The amendments are in fact substantive. The distinction between when expansion is allowed on new versus old was not made arbitrarily and is in fact very important to the framework of the critical areas ordinance. Changing it for the purpose of the flood plain area in the shoreline area but not in all other areas will fundamentally result in two different standards applicable in the city. The critical areas code was adopted into the Shoreline Master Program for the exact purpose of meeting the requirements of state law to regulate critical areas within the shoreline jurisdiction. That does not create a conflict though it may create a layer of regulation, something that happens a lot in zoning. The Shoreline Master Program includes footnotes stating that in some locations the flood plain locations will create a more restrictive outcome than the Shoreline Master

Program. She added that the flood plain regulations have been in place since 1978. For the most part, houses in Bellevue are farther than 35 or 50 feet away from the lake, but if approved the amendments would have the unintended consequence of allowing houses to move closer to the lake.

Chair Tebelius said from her perspective the unintended consequence is that the addition of the flood plain on top of the Shoreline Master Program means that the flood plain regulations rather than the Shoreline Master Program regulations will apply to a number of properties.

Commissioner Hilhorst allowed that she is new to the conversation but said her take was that most of those who want the Commission to approve Amendments A and B are those who are paying a lot of money out to make changes to their properties. Shoreline property owners are for the most part good stewards of the lakes. To not work toward clearing up the issue and making it easier for the general citizen to understand which regulations apply and where is to do the waterfront property owners a disservice. WSSA has been working in good faith with the city and has actually given in to many of the proposed changes. In the final analysis, the city needs to make it easy for the citizens to be able to have some control over their properties without extraordinary costs. Ms. Helland said both section 20.25E and the proposed conformance amendments were intended to remove the multiple permit process requirements, but not the substantive requirements in place to protect specific critical areas. The cost issue has been addressed, but the standards must still be met.

A motion to recommend that the City Council approve the proposed Shoreline Master Program conformance amendments as presented in Attachment A dated December 11, 2013, with the following revisions: to include Amendment A and Amendment B as set forth of pages 95 and 96 of the December 11, 2013, Planning Commission packet, and to include a recommendation in the transmittal communication to the City Council that it review EHB 1653 as it considers the draft Shoreline Master Program, was made by Commissioner Laing. The motion was seconded by Commissioner Hilhorst.

Speaking to the motion, Commissioner Laing explained that under the Shoreline Master Program as drafted, a property owner in a flood plain area could expand a portion of their house inside the magic 50-foot line and thus trigger the greenscape standard, but then run afoul of the critical areas ordinance because the greenscape standard would require them to create some disturbance such as removing hardscape and removing greenscape down by the shoreline. That is not something the Commission intended. Amendment A is nothing more than a footnote pointing out that in such instances the greenscape conservation standards would apply. Amendment B goes to the distinction between the expansion of an existing single family primary residents and a tear down and/or new construction. No jurisdiction should try to regulate views using their critical areas ordinances or other environmental regulations. The Shoreline Management Act has provisions that limit the height of structures to prevent them from adversely impacting the views from adjacent and upland residential structures. It simply is not proper for the city to use environmental regulations to regulate views.

Commissioner Ferris said Amendment B says that within the shoreline jurisdiction expansion of existing single family homes and new single family homes are allowed in the special flood hazard areas. The amendment would in fact allow someone to build entirely new homes in flood zones that have been regulated since the 70s. That is something that the Commission has never talked about allowing. The amendment does not reflect an insignificant change, it is in fact a back door way of making a significant change to everything that has been developed in Bellevue

around shorelines as it relates to the flood plain and the flood zone. Throughout the process of updating the Shoreline Master Program, the Commission has held to the notion that the critical areas within the shoreline would be maintained.

Answering a question asked by Commissioner Carlson, Ms. Helland explained that flood plains are mapped by FEMA, not the city.

Commissioner Hamlin pointed out that not voting to approve the two amendments will not result in the issues never being addressed. The Council has already signaled its intent to update the critical areas ordinance in due course and the issues rightly will be part of that process.

Commissioner Carlson said he would be voting in favor of the motion.

The motion carried 4-2, with Chair Tebelius and Commissioners Carlson, Hilhorst and Laing voting for, and Commissioners Ferris and Hamlin voting against.

A motion to extend the meeting by 20 minutes was made by Commissioner Hamlin. The motion was seconded by Commissioner Hilhorst and it carried unanimously.

#### B. Comprehensive Plan Update - Housing and Human Services

Associate Planner Janet Lewine reported that a great deal of work has been done by the Human Services Commission in reviewing the Housing and Human Services Element of the Comprehensive Plan, and in preparing recommendations for the Commission to consider. She noted that the specific recommendations were outlined in the attachments to the agenda memo, and made it clear that the recommendations of the Bellevue Network on Aging were included in Attachment 3.

Human Services Commission member Michael Yantis commented that 25 percent of the money the city spends on human services goes to homelessness and housing in one form or another. That is one area where the work of the two commissions overlaps.

Human Services Manager Emily Leslie said the major interest the Human Services Commission has in the Housing Element is centered on the sections that refer to affordable housing, special needs housing, and homeless housing. The countywide Ten Year Plan to End Homelessness is in its eighth year and Councilmember Chelminiak sits on the governing board of the Committee to End Homelessness. There are many changes in the way services for homeless persons are being delivered, and changes to the homeless housing model. For those reasons, the homeless sections of the Housing Element need to be aligned with the countywide initiatives that are under way. Every two years Bellevue produces a comprehensive needs assessment, the latest edition of which will be published in January. The update includes conducting surveys of community residents and for nearly 20 years affordable housing has been the top problem identified.

Answering a question asked by Chair Tebelius, Mr. Yantis explained that the city has documented goals it has agreed to relative to meeting certain levels of affordable housing for various populations. While the intent is there, the city has not delivered to the degree necessary to meet the goals using the current regulations. The recommendation of the Human Services Commission is for the Planning Commission to look at the manner in which the development regulations are written with an eye on achieving the goals.

Commissioner Carlson observed that the recommendations from the Human Services Commission make several references to shelters. He said over the years through his efforts working to help the homeless he has learned that there are right ways to go about it and wrong ways to go about getting people back on their feet. Some measures put in place over the years have actually enabled the behavior that made and keeps people homeless. He asked if the proposed language would allow for something like a tent city in Bellevue, which is an example of how not to help the homeless. Ms. Leslie said in 2011 and 2012 a countywide task force was appointed to address the issue of single adult shelters. The recommendations, which were adopted as investment priorities by the governing board, did not include tent cities because they are not considered to be shelter. One of the main recommendations of the task force was that all shelters should be a pathway to permanent housing. The shelters on the Eastside already take that approach and the Seattle shelters only recently began to make that shift.

Mr. Yantis noted that one of the Human Services Commission's recommendations is to allow for on-site offices for service providers in supportive housing developments. He said just providing shelter will yield a certain result, but providing services around the family housed in a shelter can help them out of the conditions that has created their homelessness. Current city regulations do not permit the siting of provider offices within supportive housing facilities.

Commissioner Hilhorst asked what Bellevue's estimated homeless population is and how many of them are families. Ms. Leslie said the most recent annual One Night Count conducted at the end of January found 178 unsheltered homeless individuals across the Eastside. However, during the 2012-2013 season the winter shelter operated just for men served 210 unduplicated homeless men. The estimation is that there are some 200 to 300 homeless men in Bellevue. The shelter currently operating in Bellevue serving women and children on average serves 16 persons per night, and their regular shelter serves 21 women per night. There is a new system in place to serve homeless families and within King County there are over 3000 homeless families currently in need of housing, about 400 of which are living in places unfit for human habitation.

A motion to extend the meeting for ten minutes was made by Commissioner Laing. The motion was seconded by Commissioner Hamlin and it carried unanimously.

Commissioner Laing asked to have on the table for the next discussion of the issue statistics that talk about the type of housing stock Bellevue has, the housing stock the city anticipates it will get, and what the cost is of the housing stock by unit size.

C. Comprehensive Plan Update - Urban Design Policy

This item was postponed to a later meeting.

11. OTHER BUSINESS - None
12. PUBLIC COMMENT - None
13. MINUTES

The Commissioners submitted changes to the minutes in writing to the staff.

- A. July 20, 2013
- B. July 24, 2013

- C. September 11, 2013
- D. September 25, 2013
- E. October 9, 2013
- F. October 23, 2013
- G. October 30, 2013

A motion to approve all seven sets of minutes as amended was made by Commissioner Ferris. The motion was seconded by Commissioner Hilhorst and it carried unanimously.

14. NEXT PLANNING COMMISSION MEETING

- A. January 8, 2013 at Interlake High School

Mr. Inghram noted that construction at Crossroads Community Center precludes the possibility of holding the meeting there as originally planned.

15. ADJOURN

Chair Tebelius adjourned the meeting at 11:05 p.m.